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Action Handbook Managing Growth in the Small Community

Briscoe, Maphis, Murray and Lamont, Inc, Boulder, CO

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Briscoe, Maphis, Murray, Lamont, Inc.
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16. ABSTRACT

The Action Handbook is designed to be a detailed "how to manage" manual for small communities undergoing or facing the prospect of accelerated growth. The recommendations and prescriptions may be of particular interest to small Rocky Mountain communities facing rapid growth due to the surge in energy development activities. However, the authors consider the material valid for a much broader range of communities in terms of both size and of the causes of growth.

The handbook is divided into three parts for the reader's convenience. Part I is intended to give an overview of the community management process and to assist the user in estimating how development of a certain type might affect the community's needs for various public services, such as police officers, sewage treatment capacity, park land, etc. This part should be of interest to all those who wish to understand potential community impact, and especially those who would initiate community management and organization. Part II deals with approaches to getting the community involved and organized. It suggests a working model for the community organizers. Part III focuses on community action and growth management. This part will be of greatest interest to those closely involved in making government work to manage growth.

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Action Handbook

Managing Growth in the Small Community

PART I:

GETTING A PICTURE OF WHAT'S AHEAD

Prepared For
U.S. ENVIRONMENTAL PROTECTION AGENCY
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REGION VIII, DENVER, COLORADO

Prepared by
Briscoe, Maphis, Murray & Lamont, Inc.
Boulder, Colorado
1978

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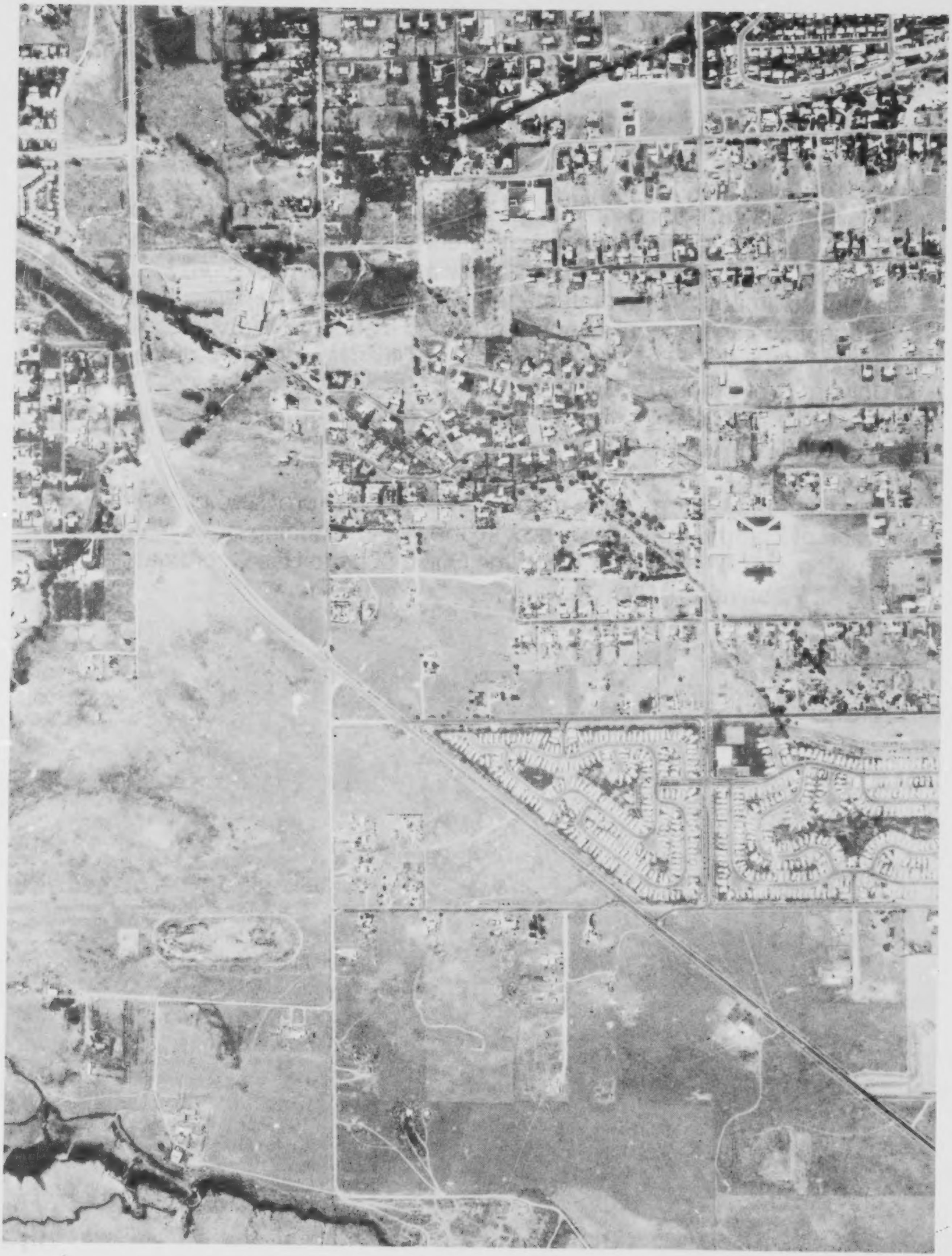

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Preface: How to Use the Action Handbook

The Action Handbook is designed to be a detailed "how to manage" manual for small communities undergoing or facing the prospect of accelerated growth. The recommendations and prescriptions may be of particular interest to small Rocky Mountain communities facing rapid growth due to the surge in energy development activities. However, the authors consider the material valid for a much broader range of communities in terms of both size and of the causes of growth.

The reader may find the Action Handbook rather straightforward in detailing "the approach" to successful community growth management. This presentation should not be interpreted to mean there is only one approach. Rather, it reflects the author's intent to suggest concrete procedures which are specific enough to implement with only slight modification for particular local conditions. In all cases, the suggested procedures must be tailored to local conditions.

To accomplish the goal of preparing a "how to" handbook, it was necessary to commit to a best overall approach to community management under growth conditions. The approach recommended was not chosen arbitrarily. Rather, it is based on a decade of experience in the Rocky Mountain West. The concepts are not speculative; they have been tried and tested in a number of locations including Boulder, Loveland and Vail, Colorado, and Rock Springs, Wyoming, and as part of this project, applied in Scobey, Montana, and Sheridan, Wyoming.

The Action Handbook presents a process for community management. The job to be done is not a one-shot project, but an ongoing set of organized activities involving a broad range of citizens in the community and outside affected parties. Once the process is accepted and becomes part of the community way of life, the practices and procedures tend to perpetuate themselves. Thus, the focus is on describing the process and steps to be taken for its adoption in the community.

The handbook is divided into three parts for the reader's convenience. The Table of Contents, which follows, includes all these parts. Part I is intended to give an overview of the community management process and to assist the user in estimating how development of a certain type might affect the community's needs for various public services, such as police officers, sewage treatment capacity, park land, etc. This part should be of interest to all those who wish to understand potential community impact, and especially those who would initiate community management and organization. Part II deals with approaches to getting the community involved and organized. It suggests a working model for the community organizers. Part III focuses on community action and growth management. This part will be of greatest interest to those closely involved in making government work to manage growth.

HOW TO USE THE HANDBOOK

After reading this preface and the introduction contained in Part I, look at the chapter entitled "Getting Control" in Part III. At this point, you will not need to understand the complexities involved in establishing standards, codes, and policies, but rather the basic philosophy underlying the recommended actions and approach. "Getting control" is really the main purpose of the entire process described in this book.

Next you may want to look at the tables in the chapter "Getting a Picture of What Lies Ahead" in Part I and work some or all of them, based on actual figures associated with proposed development in your area, or using your own estimate of development which may occur. What will it cost your community not to take control? How much trouble will organizing the community for impact management create?

Look through "The Process of Community Management" in Part I to get an idea of what will be involved in following the recommended management process. How difficult will it be to involve the community? Compare this with the problems that may arise if work is done by town staff and/or consultants and the community is then asked to accept decisions it had no part in making. Depending on your assessment of the seriousness of what may lie ahead, and the opportunities and/or difficulties presented by the involvement process, you can decide if you want to go ahead.

Keep in mind that what is presented in this handbook basically describes the areas of concern that surface in most communities threatened by change. The Action Handbook attempts to show how to make this process more successful by emphasizing study and involvement by citizens, and getting an early start on response by the whole community before a crisis develops. Such efforts will strengthen the community and the democratic process, create a broader base of positive responses to the impact situation by a variety of community organizations, groups, and individuals, and reduce the long range possibilities of citizen opposition to needed changes and adjustments. The "crisis" approach to dealing with growth has long range negative effects on the community's quality of life. A systematic, communitywide approach can avoid many of the chaotic problems that will otherwise develop, and can conserve scarce human and fiscal resources.

Because local communities are run on a democratic basis, the handbook is written for a varied audience. Especially in Parts I and II, the authors have tried to use nontechnical language so that citizens can carry out the activities designed for their participation and achieve a basic understanding of specifics such as financial or facilities planning which are part of a government's role. If particular sections or concepts are unclear or confusing, we encourage you to seek explanations. Don't be afraid to ask. Go to government staff, local college professors, or available technical experts. You might invite one of these people to an informal study session to go over a particular section(s) with a group.

The authors also wish to emphasize that although a given chapter may be particularly useful for, say, financial managers, all chapters are part of an overall process which is inter-related and in which cooperation within local government and between government and citizens' groups is essential to the overall success of the impact management effort. It is strongly recommended that readers of the handbook concern themselves with chapters specific to their area of interest, but also look at related chapters to gain a broader understanding of how their activities relate to all impact management activities which are taking place.

To some people, handbook recommendations may appear too detailed and structured for their particular community. Each community is encouraged to adapt the specific contents to its local situation, use those parts which are most relevant, and revise particular situations to make them more suitable to the community's own situation and needs. As stated above, handbook recommendations are the result of the authors choosing among various alternative approaches. They are intended as guidelines, not as rules.

Finally, remember that the Action Handbook is a working document. Write in it. Reorganize sections to fit your community's style and needs. Tear out pages and charts and put them up on walls. Get this book dirty and dog-eared with use!

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1 Introduction to Part I

What does rapid growth do to a community? Rock Springs, Wyoming, had a 1970 population of 11,700. By 1974, the figure had jumped to 26,000. Requests for building permits were 68 in 1970, and in excess of 500 in 1974. There were 75 new sewer taps in 1970; 1,220 in 1974. Compared to 9,200 police calls in 1970, there were more than 40,000 in 1974. The 1970 budget was $2/3 million; $5½ million by 1974. What does impact do in addition to the statistics? According to Paul Wataha, former Mayor of Rock Springs, "It has lowered the quality of life for the established citizens. Those people that formerly took things in stride now go around with a chip on their shoulder. The people that formerly had one chip on their shoulder now have two."[1]

Rock Springs' experience[2] shows vividly what rapid growth can do to a community. The lesson it offers is an important one for the many western communities now sitting atop (powder kegs of) rich energy resources. Even today, it may already be late to prepare in advance for rapid energy-induced growth. The question is, how do we get organized, what should we do.

Unfortunately, few communities can claim to have emerged a clear victor over energy-induced rapid growth. Few have even had a chance to do more than chase after its spiraling demands. There has been no time to think or to plan ahead, only to react. But this dilemma does not yet burden many other communities in energy rich areas. In this sense, they are no different from communities throughout the nation which face an uncertain future.

Facing uncertainty and change in the future is far different than racing to overtake an insurmountable deficit. Like individuals, communities have developed ways to deal with changes and uncertainty. In some cases, we can point to success stories -- Boulder, Colorado; Eugene, Oregon; Reston, Virginia, and Vail, Colorado, have all assimilated rapid growth and preserved a quality living environment. Was it luck or is there an answer? No one can be sure, but the success stories are woven with some common threads.

In each case, growth and change were anticipated well in advance. A high level of community involvement created an informed and concerned citizenry. Areas of common citizen concern and support were found and used to give the community direction and momentum. The communities established specific levels of quality for public facilities and services which had to be met before development was given approval to proceed. Citizens accepted a leading role for government, but demanded a high level of efficiency and performance from government staff. Meticulous attention was devoted to equity and intergovernmental relationships. In short, these communities took the lead, acted responsibly, and planned and controlled their own futures.

A number of different systems have been tried for rapid growth management, and there have been numerous studies on the problem in recent years. Study locations range from the east to the west coast -- from Fairfax, Virginia, to Boulder, Colorado, to Petaluma, California. Reactions against what is perceived to be the results of rapid growth have erupted from Vancouver, B.C., to Boca Raton, Florida. In spite of this attention and concern, for the most part we have not in practice done a very good job in managing growth, even where we have large staffs, sophisticated legal advice, and a population which is vitally concerned. We have searched for formulas or cure-alls. There are none.

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[1] Address to the First National Conference on Financial Requirements for Energy Development, Albuquerque, New Mexico, October, 1975.

[2] Denver Research Institute, A Growth Management Case Study: Sweetwater County, Wyoming, December, 1974.

If other communities have had problems, what of communities in the Rocky Mountain West, scattered in relatively lightly populated areas and faced with rapid population growth as a result of energy related developments? In a 1977 report by the Federal Energy Administration, Region VIII, 188 communities in six states were identified as potential areas of impact. Well over half of them are 5,000 or under in population. Only 12 have over 10,000 in population. These areas, until impacted, have not been wrestling with the growth issue. In fact, most of them have been stable or declining in population. For the most part, they have small staffs and minimum processes for development review. Facilities are adequate for the existing population but will be strained if the communities double. Little unemployment exists. The communities tend to lose their young people, and in-migration has been limited as the employment picture in the past did not attract new residents.

New employment opportunities from energy related actions will draw new population and cause dislocations for existing employers. Wages in the mining, construction, and power industries are usually set on a national basis, e.g., starting wages at the Decker-Birney Mine north of Sheridan, Wyoming, are $9 to $10 an hour for the lowest paying jobs. Existing employers will find it hard to compete with wage scales such as this. In-migration will occur whether to fill the energy related jobs or local service sector positions. Some energy developments, in unattractive locations, will have to pay additional incentives and may still find turn-over high. Others, because of their natural setting and proximity to larger communities, should have little difficulty attracting and holding people, e.g., Sheridan, Wyoming, or Paonia, Colorado.

All of the communities will need to prepare if they wish to determine their own futures. Once impact begins, it becomes a catch up game in which correcting mistakes requires a major effort that could otherwise be going toward producing positive quality features for the community.

The challenge to the small community facing rapid growth is to develop the local capability to assure that the effects of growth are as beneficial as possible. While financing new facilities is extremely important, money alone cannot assure quality growth. Broader roles for the local community and its local government are necessary. Managing development, including regulating land uses and enforcing development standards, and carefully planning the entire physical system, is sure to be a requirement to assure growth is positive for the community.

Without a strong local initiative, towns and counties will have to rely on state or federal commitment to see that proper facilities and programs are developed in a logical sequence before problems occur. The track record in this area is spotty. Few states have the legislation to achieve effective state regulation now, and then only for limited types of facilities. Therefore, local governments must develop their own controls, their own procedures, and their own guidelines about what they want to see happen before any impact is allowed to develop in their area, if they want to avoid having to play a nearly hopeless game of catch up.

This handbook is about the process of community management and control. While the following principles and techniques are valuable for a variety of communities and situations, the approach is directed specifically at small western towns and counties in energy rich areas that have not yet fallen behind in preserving a quality living environment. For some it is already late. Much time, patience, and hard work are required to mobilize citizens and develop effective and comprehensive means by which to regulate growth. This handbook is offered as a set of guidelines and tools which may enable your community to influence the style and substance of future development that national energy needs will almost inevitably cause to occur.

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2 Getting a Picture of What Lies Ahead

If an energy facility is built near your town, do you know how many new people will move into town? Will you need more policemen, firemen and doctors? How much new housing is needed? Should your community build mobile homes or single family houses? Will a new sewage treatment system be needed? How many new school classrooms are needed? How much land is needed?

If you don't know the answers to these questions, you may find some by reading on in this chapter.

There are many tasks that face any community that is anticipating growth. The most important task is for the community to prepare itself to be in control if and when growth does occur. It must prepare itself before new people actually enter the community. Growth will bring pressing demands and rapid change. There will be expanded demands for existing services, as well as demand for new services. Higher prices for land, houses and labor can be expected. There will be a greater need for governmental action. New faces, new ideas and new demands for public resources to support the expanding needs and desires of a growing population will result.

In this handbook procedures are suggested that local governments and citizens can use to manage growth impacts from large scale development. To effectively handle the complex problems that a community will face, both local government officials and citizens must understand the problems and issues. Local government -- city and county -- will have major responsibilities to see that what does occur is positive. But government cannot do the job alone. Widespread citizen participation and support will be essential. The citizens' role is vital to help make the crucial decisions that will guide the future of the community. The citizens must understand the magnitude and complexity of issues that face their local government officials in order to solve the problems effectively. This is the way most smaller communities have accomplished tasks for years, only they've had years to meet the issues. Now they will be faced with a great variety of issues in a relatively short time span. The exercise in this chapter is a great way to get the point across in your community that you may indeed face a sizable task.

THE NATURE OF ENERGY IMPACT

The population impact will be much greater than the actual employment at the proposed facility. Workers will, in many cases, bring wives and children. Additional employees (service workers) will be drawn to serve the needs of the energy workers and their families. Thus, the total added population will be much larger than the number employed at the facility.

Energy developments, both in the construction and operation phases, will affect land use, housing supply and demand and public facilities. You can expect that added government personnel will be required to serve the enlarged population's needs for community services. It is likely that the type and amount of land, housing, public facilities and personnel required will differ between the two phases. Some facilities will be required by both construction and operation workers and can, therefore, be of a permanent nature. Others may be required solely to serve the needs of construction workers.

Where major energy processing facilities, like a power plant, are involved, the construction phase is the most difficult to accommodate because it creates a large and rapid demand for facilities and services. The influx of construction workers occurs very rapidly. The period during which the construction employment winds down may be as rapid as the start-up period, allowing little time, unless anticipated, to adjust to the new lower demand for facilities and services. In most cases, construction requires more workers than does the operation of facilities -- coal and uranium mines being the exceptions.

The strategies used to provide the additional facilities, services and land will vary with a community's goals and needs. The ultimate permanence of the growth and the region's ability to sustain development will influence the strategies. If it is expected that energy development will be the only new basic employment, facilities must be closely tied to the life of the resource. On the other hand, if it is reasonable to assume that the region has potential for attracting additional growth, then facilities should be designed with a potential for conversion, and of a level of quality suitable for use by a permanently growing community. These strategies will have to be developed by each impacted area according to its own needs and circumstances.

To give you some idea of the meaning of growth to your community, we have provided greatly simplified tables for you to use to make projections. By completing these tables you will understand the general impacts of new employment on your area. Bear in mind this exercise is an educational tool that may give you an incentive to dig further into this handbook. It brings examples directly into your situation. It is based on actual experience, but it is not a precise tool for you to measure exact impacts. That will be done later in the process.

Bear in mind that the companies that will be developing the energy resources in your area have the best figures on how many construction and operation workers you can expect. The companies might also be able to provide information about their own worker characteristics (percent single and married, average family size, income, skills and number expected to be hired locally) and when they expect to reach certain levels of employment. Where the state or federal governments require impact statements, this information should be available from those reports.

In lieu of that information being available from the industry, or until it is, we have researched reports and actual experiences for information for you to get started. As a point of beginning, the data and procedures contained in Tables 2-1 and 2-2 can be very useful. However, as specific information becomes available, you will want to update the estimates.

We have also prepared a worksheet for you to use to determine what these new people will require in the way of housing, land use, public facilities and public employment. This follows as Table 2-3. Local figures or standards should be substituted in the proper places when they are available. Otherwise, use the figures furnished along with the tables.

Remember, these are guides; the actual situation will surely vary according to the individual characteristics of your community. However, using the tables will tell you something about what may develop. Even though not totally precise, this may help you mobilize citizen interest and support to do something other than to sit back and await the crunch. Work through the tables and then decide if you should be concerned!

EMPLOYMENT/POPULATION PROJECTIONS

Tables 2-1 and 2-2 are worksheets for estimating employment and population projections from various types of energy development activities. In developing these tables and the process, several assumptions have been made for purposes of simplification:

- The community in question is isolated from larger urban areas. Larger communiites in the area would attract workers away from smaller towns due to available services and facilities. These larger communities would also probably supply a larger portion of workers to the energy project.

- All people employed in the construction and operation phases migrate into the area. If local people are employed by the industry, their current jobs will probably be filled by newcomers, so the gain in total jobs and population will occur based on the industry jobs and those it induces. It is assumed local unemployment is very low.

- All newcomer workers will reside in the area. Some may choose to live outside the immediate area; however, it is nearly impossible to estimate how many may do this by choice, and how many may do so because of lack of adequate housing, family ties, or other reasons. If the community is located in close proximity to other cities, it is logical to assume that fewer people will locate in a single community.
- Only a single energy industry will locate in the area. If more than one industry does locate in the area at the same time, the calculations may be done for each industry and the results totalled.
- A small energy facility will have the same ratio of employees to output as will a larger facility of the same type. Larger industries may, because of "economies of scale," employ fewer workers per unit of output than will smaller facilities.

The first step in using the tables is to find out the projected output of the proposed industry (i.e., tons of coal per year, megawatts of power, barrels of oil per day, etc.). Next, refer to Table 2-1 to determine how many employees can be expected per unit of output in each of the construction and operation phases for the type of energy facility proposed in your area.[1]

Now, enter the projected output and the appropriate employee/output ratio (from Table 2-1) in Table 2-2, Step 1. After you figure out the peak construction and operation employees, complete the remaining steps in Table 2-2 and total the numbers at the end.

HOUSING, LAND USE, PUBLIC FACILITY AND EMPLOYEE IMPACTS

Do you know what your community will need if 1,000 people move into town? Table 2-3 has been provided to allow you to determine land use, public facility and employee impacts to your community -- for the construction phase and for the operations phase. This table is intended to define and estimate the facility and employment needs for those facilities and services which can be provided or influenced by governmental action. Facilities and services usually supplied by the private sector have not been included. The market place will provide the best indicator of these needs.

The table is based on standards and guidelines per 100 new residents. It is assumed that if the land, facilities or employees required for an increase of 100 people is one unit, then the amount required for a population increase of 1,000 people would be ten units. The actual relationship may be more complex, because of a number of variables unique to each community. The real need probably will not become proportionately greater as the population increases. However, in this case, for guideline purposes, the straight-line relationship provides a good basis for determining needs; despite its validity in all cases, it provides a straightforward basis from which each community can interpret its own needs.

As you work through Table 2-3, you will come up with fractional numbers for facilities and employees (e.g., 0.2 community center, 6.4 classrooms, etc.). Your own judgment should play a part in determining whether these fractional numbers should be rounded off to the next higher or lower number. Obviously, a community which only requires 0.2 of a community center does not have the population necessary to support a full facility; in such a case, construction of a new community center is probably unwarranted. A substitute may be found by using school facilities or other existing public buildings for community center purposes. A requirement for 6.4 classrooms should show that 6 classrooms might result in slight overcrowding of one or more classes; on the other hand, 7 classrooms may not be warranted due to distribution of pupils throughout the various grade levels.

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[1] Table 2-1 can be skipped if the company(ies) have actual estimates of the number of construction and operational employees available. Use their figures to plug into Table 2-2 rather than using the generalized figures we supply in Table 2-1

TABLE 2-1: ENERGY FACILITY/ EMPLOYMENT CHARACTERISTICS[1]

ENERGY ACTIVITY	CONSTRUCTION PHASE	OPERATION PHASE
Coal-Strip Mining:		
Peak employment per 1 million tons/year output	17.5[2]	66[3]
Coal-Underground Mining:		
Peak employment per 1 million tons/year output	138[4]	345[3]
Electric Power Plant:[3]		
(Coal fired, hydropower, nuclear) Peak employment per 1000 megawatts capacity	1000	130
Oil Shale Mining and Processing:[5]		
Peak employment per 1000 barrels/day output	33	18
Uranium Mining and Milling:[6]		
Peak employment per 100 tons uranium concentrate produced/day	13	22
Coal Gasification Plant:[3]		
Peak employment per million cu. ft/day capacity	4.5	2.4

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[1] These figures are estimates based on various actual experiences and may vary among energy facilities.

[2] Adopted from A Study of Social, Economic and Public Effects of Four Coal Mines, Bickert, Browne and Coddington, 1976.

[3] Projects to Expand Fuel Sources in Western States, Bureau of Mines, 1976.

[4] Adopted from Baseline Environmental Report, Proposed, Long Canyon Coal Mine, Dames and Moore, 1976.

[5] Oil Shale and the Future of a Region, Colorado West Area Council of Governments, 1974.

[6] Draft Environmental Statement, Bear Creek Project, Rocky Mountain Energy Company, 1976.

TABLE 2-2: POPULATION ADDED BY CONSTRUCTION AND OPERATION PHASES.

STEP	TO DETERMINE	COMPUTATION	
1	Peak Construction Workers	Multiply the proposed output of the industry times the peak employment per unit of output for the construction phase. (See Table 2-1)	(____
	Peak Operation Workers	Multiply the proposed output of the industry times the peak employment per unit of output for the operation phase. (See Table 2-1)	(____
2	Single Construction Workers	Multiply peak construction workers from Step 1 times the percentage who are single	(____
	Single Operation Workers	Multiply peak operation workers from Step 1 times the percentage who are single	(____
3	Married Construction Workers and Families	Multiply peak construction workers from Step 1 times the percentage married times the average family size	(____
	Married Operation Workers and Families	Multiply peak operation workers from Step 1 times the percentage married times the average family size	(____
4	Peak Service Workers from Construction Phase	Multiply peak construction workers from Step 1 times the service worker ratio	(____
	Peak Service Workers from Operation Phase	Multiply peak operation workers from Step 1 times the service worker ratio	(____
5	Single Service Workers from Construction Phase	Multiply peak service workers from Step 4 times the percentage who are single	(____
	Single Service Workers from Operation Phase	Multiply peak service workers from Step 4 times the percentage who are single	(____
6	Married Service Workers and Families and Construction Phase	Multiply peak service workers from Step 4 times the percentage married times the average family size	(____
	Married Service Workers and Families from Operation Phase	Multiply peak service workers from Step 4 times the percentage married times the average family size	(____
7	TOTAL added Population from Construction Phase	Add only the results contained in the boxes	Add r Steps
	TOTAL added Population from Operation Phase	Add only the results contained in the boxes	Add r Steps

A

FORMULA	RESULT	
	CONSTRUCTION PHASE	OPERATION PHASE
(______) x (______) →	______	
(______) x (______) →		______
(______) x (0.25)[1] →	☐	
(______) x (0.15)[2] →		☐
(______) x (0.75)[1] x (3.6)[1] →	☐	
(______) x (0.85)[2] x (3.7)[2] →		☐
(______) x (0.6)[2] →	______	
(______) x (1.5)[2] →		______
(______) x (0.15)[2] →	☐	
(______) x (0.15)[3] →		☐
(______) x (0.85)[1] x (3.6)[1] →	☐	
(______) x (0.85)[3] x (3.7)[2] →		☐
Add results of Steps 2, 3, 5 and 6 →	☐	
Add results of Steps 2, 3, 5 and 6 →		☐

[1] Mountain West Research, Inc., Co
Worker Profile, A study for the
Regional Commission, 1975.

[2] Department of Housing and Urban
Rapid Growth from Energy Project
for State and Local Action, 1976

[3] Assumed to be the same as for th
phase.

NOTE: Service worker ratios inc
public employees.

B

OPERATION
PHASE

1 Mountain West Research, Inc., Construction Worker Profile, A study for the Old West Regional Commission, 1975.

2 Department of Housing and Urban Development, Rapid Growth from Energy Projects, Ideas for State and Local Action, 1976.

3 Assumed to be the same as for the construction phase.

NOTE: Service worker ratios include public employees.

TABLE 2-3: HOUSING, LAND USE, PUBLIC FACILITY AND EMPLOYEE IMPACTS

CONSTRUCTION PHASE					
Impact	Added Population Divided by 100	X Factor	Land Required	Facilities Required	Employees Required
Elementary School System	☐ population divided by 100" by each factor shown at right.	X 0.28[1]	= ________ acres		
		X 0.61[5]		= ______ classrooms	
		X 1.14[1]			= ________ employe (total)
Secondary School System		X 0.32[1]	= ________ acres		
		X 0.54[5]		= ______ classrooms	
		X 1.76[1]			= ________ employe (total)
Water Supply		X 0.1[1]	= ________ acres		
		X 20[1]		= ______ acre ft./ year capacity	
		X 0.069[1]			= ________ employee
Sewage Treatment		X 0.1[1]	= ________ acres		
		X 10,000[4]		= ______ gallons treatment capacity	
		X 0.121[1]			= ________ employee
Housing (3.45 People/ Dwelling)					
Permanent (4 DU/Acre)		X 4.0[7]	= ________ acres		
		X 18[7]		= ______ housing units	N/A
Temporary (8 DU/Acre)		X 1.25[7]	= ________ acres		
		X 10[7]		= ______ housing units	N/A
Other (15 DU/Acre)		X 0.13[7]	= ________ acres		
		X 2[7]		= ______ housing units	N/A
Police Protection		X 0.006[1]	= ________ acres		
		X 20[3]		= ______ sq. ft. station	
		X 0.04[1]		= ______ vehicles	
		X 0.227[1]			= ________ police officers
Fire Protection		X 0.007[1]	= ________ acres		
				= (**) fire stations	
		X 0.128[1]			= ________ fire fighters
Medical		e X 0.025[1]	= ________ acres (hospital)		
		X 0.4[1]		= ______ hospital beds	

OPERATION PHASE					
	Added Population Divided by 100	X Factor	Land Required	Facilities Required	Employees Required
	added population divided by 100" by each factor shown at right.	X 0.28[1]	= ______ acres		
		X 0.61[5]		= ______ classrooms	
ees		X 1.14[1]			= ______ employees (total)
		X 0.32[1]	= ______ acres		
		X 0.54[5]		= ______ classrooms	
ees		X 1.76[1]			= ______ employees (total)
		X 0.1[1]	= ______ acres		
		X 20[1]		= ______ acre ft./ year capacity	
es		X 0.069[1]			= ______ employees
		X 0.1[1]	= ______ acres		
		X 10,000[4]		= ______ gallons treatment capacity	
es		X 0.121[1]			= ______ employees
		X 5.6[7]	= ______ acres		
		X 22.5[7]		= ______ housing units	N/A
		X 0.75[7]	= ______ acres		
		X 6[7]		= ______ housing units	N/A
		X 0.03[7]	= ______ acres		
		X 0.5[7]		= ______ housing units	N/A
		X 0.006[1]	= ______ acres		
		X 20[3]		= ______ sq. ft. station	
		X 0.04[1]		= ______ vehicles	
		X 0.227[1]			= ______ police officers
		X 0.007[1]	= ______ acres		
				= (**) fire stations	
		X 0.128[1]			= ______ fire fighters
		X 0.025[1]	= ______ acres (hospital)		
		X 0.4[1]		= ______ hospital beds	
		X 0.188[6]			= ______ doctors
		X .0034[1]	= ______ acres		

NOTES:

N/A - N

*

**

***

****

1.

2.

3.

4.

5.

Employees Required

= ________ employees (total)

= ________ employees (total)

city
= ________ employees

= ________ employees

N/A

N/A

N/A

= ________ police officers

= ________ fire fighters

= ________ doctors

NOTES:

N/A - Not applicable or available information

* Facilities needed for recreation vary widely. Recommended standards for various facilities per 100 added population include[1]

0.06	baseball field
0.02	tennis court
0.01	swimming pool
0.03	golf course

** Generally accepted standards for fire station needs are not expressed in terms of population but rather in terms of area served. Fire stations should be within about 1 mile of high value areas (commercial and industrial) and high life hazard areas (hospitals, nursing homes, schools, etc.). Stations should usually be within 2 miles of average residential areas. The size of the station will vary according to the type of apparatus used and will depend upon whether the department is a volunteer or a full time paid department requiring sleeping quarters. Use of police and sheriff's officers to respond to minor fires also has an effect on the total but is not relevant at this level of study.

*** This figure should not be added to the population determined in Table II-2 since the "service worker" figures include public employees.

**** Assumes 60 foot street right of way.

1. Impact Analysis and Development Patterns Related to an Oil Shale Industry, THK Associates, 1974.

2. Boom Town Financing Study, Volume II, Bickert, Brown, Coddington and Associates, 1976.

3. Socioeconomic and Environmental Land Use Survey, VTN Colorado, 1975.

4. "Criteria Used in the Review of Waste Water Treatment Facilities," Colorado Department of Health, 1976.

5. Criteria based on 1970 school enrollment in rural areas in Colorado; 25 students per elementary classroom, 23.5 students per secondary classrooms. Alternatively, the user may wish to assess the need for new classrooms assuming a smaller or larger class size. If so, substitute the desired factor from below and use this figure in the table.

ELEMENTARY CLASSROOM		SECONDARY CLASSROOM	
Students per Classroom	Factor	Students per Classroom	Factor

		Multiply "added population divided by 100	X 0.227[1]			= ________ police office
Fire Protection			X 0.007[1] X 0.128[1]	= ____________ acres	= (**) fire stations	= ________ fire fighte
Medical			e X 0.025[1] X 0.4[1] X 0.188[6]	= ____________ acres (hospital)	= ________ hospital beds	= __________ docto
General Government			X .0034[1] X 20.4[1] X 40.0[1] X 0.187[1]	= ____________ acres	= ________ sq. ft. offices = ________ sq. ft. garage	= ________ employe
Solid Waste Disposal			X 0.167[8] X 0.09[8]	N/A	= ________ acre ft./ year of landfill capacity	= ________ employe
Parks/ Recreation			X 1.0[1] X 0.065[1]	= ____________ acres	= (*) facilities	= _________ employ
Libraries			X 0.014[1] X 55.0[2] X 300.0[2] X 0.028[1]	= ____________ acres	= ________ sq. ft. library space = ________ books	= _________ employ
Commercial Land			X 0.117[1]	= ____________ acres	N/A	N/A
Industrial Land			X 1.2[1]	= ____________ acres	N/A	N/A
Others			X ( ) X ( ) X ( )	= ____________ acres	= ________	= ________ employe
Subtotal				☐	N/A	N/A
Streets				→ X 0.04 =	______ linear miles of street right of way****	N/A

Multiply subtotal on acreage by 1.3 to obtain total acreage including streets and right of way

Total above and subtract doctors for total public employees

Total	☐ Acres	N/A	☐ Employee

Multiply "added population divided b

	X 0.007[1]	= ____ acres		
			= (**) fire stations	
ters	X 0.128[1]			= ____ fire fighters
	X 0.025[1]	= ____ acres (hospital)		
	X 0.4[1]		= ____ hospital beds	
tors	X 0.188[6]			= ____ doctors
	X .0034[1]	= ____ acres		
	X 20.4[1]		= ____ sq. ft. offices	
	X 40.0[1]		= ____ sq. ft. garage	
oyees	X 0.187[1]			= ____ employees
	X 0.167[8]	N/A	= ____ acre ft./ year of land-fill capacity	
oyees	X 0.09[8]			= ____ employees
	X 1.0[1]	= ____ acres		
			= (*) facilities	
oyees	X 0.065[1]			= ____ employees
	X 0.014[1]	= ____ acres		
	X 55.0[2]		= ____ sq. ft. library space	
	X 300.0[2]		= ____ books	
oyees	X 0.028[1]			= ____ employees
	X 0.117[1]	= ____ acres	N/A	N/A
	X 1.2[1]	= ____ acres	N/A	N/A
	X ( )	= ____ acres		
	X ( )		= ____	
yees	X ( )			= ____ employees
		☐ → X 0.04 = ____ linear miles of street right of way****	N/A	N/A
		Multiply subtotal on acreage by 1.3 to obtain total acreage including streets and right of way		Total above and subtract doctors for total public employees
es***		☐ Acres	N/A	☐ Employees***

ns
= ________ fire fighters

al
= ________ doctors

t.
ss
t.
s
= ________ employees

ft./
of land-
capacity
= ________ employees

ities
= ________ employees

t. lib-
space
= ________ employees

N/A

N/A

= ________ employees

N/A

Total above and subtract doctors for total public employees

☐ Employees***

and Associates, 1976.

3. Socioeconomic and Environmental Land Use Survey, VTN Colorado, 1975.

4. "Criteria Used in the Review of Waste Water Treatment Facilities," Colorado Department of Health, 1976.

5. Criteria based on 1970 school enrollment in rural areas in Colorado; 25 students per elementary classroom, 23.5 students per secondary classrooms. Alternatively, the user may wish to assess the need for new classrooms assuming a smaller or larger class size. If so, substitute the desired factor from below and use this figure in the table.

ELEMENTARY CLASSROOM		SECONDARY CLASSROOM	
Students per Classroom	Factor	Students per Classroom	Factor
16	0.95	16	0.79
18	.84	18	.71
20	.76	20	.64
22	.69	22	.58
24	.63	23.5	.54
25	.61	24	.53
30	.51	30	.42
35	.43	35	.36

6. Region VIII Average Statistics for Federal Regions, States and Metropolitan Areas, Bureau of the Census, 1975.

7. BMML estimate based on Construction Worker Profile, Mountain West Research, Inc., 1976.

8. BMML estimate.

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In many instances, it is not possible to express some of the requirements in terms of square footage for a facility. Some area requirements vary so widely, depending upon the community's existing standards and needs, that local judgment again will have to enter into the picture. For example, the size of fire station required will depend upon the type and number of fire trucks to be garaged, and whether the fire department has full-time employees who sleep at the station or has volunteers who need no dormitory space.

The table is divided into impacts resulting from the construction and operation phases. The procedures are the same for both phases.

1. Divide the "total population added" by construction (from Table 2-2) by 100 and put it into the left-hand column of Table 2-3 under the construction phase.
2. Divide the "total population added" by operation (from Table 2-2) by 100 and put it into the column in Table 2-3 under the operation phase.
3. Multiply these numbers times the factors in both columns of the table and enter the products in the appropriate blanks on the right.
4. After completing the table, you can total the land use and public employee requirements.
5. Other land use, facilities and employee requirements that you feel are important may be added into the table (e.g., courts, jails, museums, airports, etc.) if you have standards to guide you.

SPECIAL NOTE ON HOUSING

The number of new housing units needed to accommodate the increased population (of 100 persons) added by energy development and related services has been estimated for both construction and operations phases as follows (see Table 2-3):

	Construction Phase	Operations Phase
Permanent Housing Units (single-family homes, duplexes, townhouse units, apartments)	18	22.5
Temporary Housing Units (mobile homes)	10	6
Other (motel units, rental rooms, company bunkhouses, etc.)	2	0.5
Total Units Needed	30	29
Average Number Persons/Unit	3.33	3.45

Note that, where peak population added in the construction phase exceeds the peak population added in the operations phase by more that 25%, there will be an excess of permanent housing units at the end of the construction phase if permanent housing units are built at the ratio of 18 permanent units per 100 added population. When this is the case, a higher number of mobile homes or modular units in the construction phase may be the answer because of the speed with which housing will be needed.

For example, if added construction-related population is expected to be 5,010, and added operations-related population is expected to be 1,070, only $\frac{1070}{100}$ X 22.5 or 241 permanent units should be planned for and built, even though construction-worker preference would indicate a need for $\frac{5010}{100}$ X 18 or 902 permanent units. In this case, 1,162 mobile homes (902 - 241) + $\frac{5010}{100}$ X 10 may be planned for.

Unless the community expects a population increase which is not related to the energy development, it will be unwise to provide permanent housing which will be in excess of that needed for permanent operations workers.

WHERE TO GO FROM HERE

As you can see from working these tables, a major new employer will have tremendous impacts upon your community. The tables illustrate the general impacts upon public facilities and employment, land use and housing. These exercises are just the beginning. Hopefully, you will be able to use this information on the scope of the problem to get other citizens and leaders concerned and willing to help. Part II of the handbook will help you structure this participation. You will have to involve the community, identify resources, further assess potential impacts in detail and create community action programs to solve the complex problems that you face. Read on!

ND USE PLANS • SUBDIVISION REGULATIONS • SIGN CODES • ZONING
ODES • WASTEWATER TREATMENT • WATER SUPPLY • REVENUE BONDS •
AD VALOREM TAXES • EPA • CHAMBER OF COMMERCE • HOUSING •
CAPITAL IMPROVEMENT PROGRAMMING • GOVERNMENT STAFF •
PLANNING COMMISSION • CITY MANAGER • 208 PLANS • ASSESSMENT
DISTRICTS • BUILDING INSPECTION • BUDGET HEARINGS • CBD • SOCI
CHANGES • SEWER LINES • UTILITY EXTENSIONS • OPEN SPACE •
PARK LAND • VEHICLE MAINTENANCE • FIRE PROTECTION • POLICE
PROTECTION • SALES/USE TAX • WAGE INFLATION • CLASS ROOM S
HEALTH CARE • ENVIRONMENT • COMMUNITY INVOLVEMENT • ZER
BASED BUDGETING • DEVELOPMENT CONTROL •

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3 The Process of Community Management

Historically, communities in the United States have developed as a result of the independent investment decisions of large numbers of individuals. Farmers and ranchers invest in agricultural land and create demands for equipment and supplies. Small businessmen invest in centrally located commercial space and inventories to supply farm needs. Large distributors invest in warehouse space to buy and sell trade goods. Entrepreneurs invest in production space to produce manufactured goods. As the demand for labor grows, housing needs are created. Developers seek out and invest in land suitable for residential development. Builders invest in labor and materials for housing production. Families, with the support of mortgage lenders, invest in residential land and housing. Investments in service industries are stimulated. With commercial, industrial and residential development comes the demand for various services to meet collective community needs. Investments follow in sanitary sewer systems, water lines, streets and roads, park land, buildings to house police and fire equipment, and schools.

Sometimes the result of these uncoordinated decisions is the growth and development of an acceptable community. When it is, there is the added advantage that a maximum degree of freedom of choice is achieved. Experience shows, however, that the totally unmanaged approach works better in stable, slow growth situations than it does under conditions of rapid growth. Similar to a business which expands very fast, rapid growth creates vast needs for investment capital. This capital must be provided for anticipated larger capacity, but supplied and supported by the existing smaller sales (community) base. Businesses may go bankrupt or be forced to merge as a result of overly rapid expansion. On the other hand, communities can only exhaust their resources and be forced to lower the quality of public and private services, and consequently the overall quality of community life.

An added problem with rapid community growth is that inequities are likely to be imposed on existing residents who are forced to become borrowers and pay increased taxes to support the investments in utility extension, added treatment plant capacities, street extensions, expanded public buildings, new parks, and so on. Eventually, these costs may be shared by the larger population, but not until some point in the future. The existing residents also bear the risk that the larger population level will not be sustained or in fact ever reached.

These conditions of rapid growth, with major risks and consequences for the existing residents, support the argument for a greater degree of public influence and involvement than may be necessary under more stable conditions. Where and how growth occurs, and who pays for the required facilities, become vitally important issues to the existing residents. An active role is required for the protection of their interests, and for the assurance that the overall quality of life does not deteriorate.

Admittedly, taking an active role in community management will require a considerable effort by the community's citizens. The community's first concern should be whether or not to make the investment in time and worry. Fortunately, this initial effort will not be expensive dollar-wise. The preceding chapter in this handbook can be used to get a picture of what lies ahead with all types of energy development activities. The exercise of projecting impacts should be used to get an idea of what might occur with and without the community taking active steps to influence the outcome.

The following chapters in Parts II and III detail an approach for the community which wishes to take an active role in seeing that its development is positive and beneficial for its present citizens and future residents. What is proposed is a process of community management. The basic elements are involving and informing the citizens to gain their support and to understand their interests and goals, achieving a measure of public control over impacts, and managing the development which occurs to assure the citizens' goals are advanced.

Getting the community informed and involved is the foundation of the community management process. This is the subject of Part II of the handbook. Broad citizen support must underlie and endorse the actions that will allow the community to influence the shape of its future. In this phase of the process, there are two main actors, the "initiators," and later, the Community Impact Committee. The initiators may be local government officials or staff, the chamber of commerce, advisory board members, or interested citizens in general. Their role is to inform the community about the proposed development project and stimulate interest in launching a community-wide effort to manage potential impacts, and quickly to expand their base into the officially selected Community Impact Committee, which then takes over the lead.

The Community Impact Committee is the major coordinating body for the citizens' study and goal setting efforts. They are responsible for setting the direction of the involvement process, planning and conducting community meetings which will be the primary means of exchanging information and keeping the community interested, and guiding the formulation of recommended community goals. As recognized leaders of the community's impact management effort, Community Impact Committee members will continue in advisory roles when local government undertakes the task of translating recommended goals into viable programs which will effectively shape future growth according to the community's stated concerns and desires.

This next stage of the impact management process is the subject of Part III of the handbook. It is carried out by government staff and other experts and is the crux of getting control over growth. After setting priorities and determining responsibilities, the government, with the aid of Community Impact Committee members and other involved citizens, needs to develop specific standards, codes, and policies which will allow it to regulate any future growth proposed to take place. By establishing, publicizing, and preparing to enforce specific standards, the community is making known how it wishes to see growth take place, and will be able to require developers to conform to community standards in order to carry out their development plans.

Once standards have been established based on recommended goals, it is imperative for the local government to follow management policies that will enable it to keep growth from overwhelming existing facilities, service capacities, finances, and current residents of the community. Less rigorous procedures may have sufficed in the past. But under conditions of rapid growth, the government must optimize its ability to plan land uses, facilities, services, and financial programs which will best be able to meet the challenges of an expanding population and perhaps new kinds of needs. Capital improvements programming, for example, is a relatively sophisticated financial tool which may not be necessary for small, stable communities. But in a rapid growth situation, good capital improvements programming may be a key to an overall management program which will enable the community to enjoy the benefits of growth without sacrificing its quality of life.

Monitoring programs as you proceed and looking out for problems or new opportunities are also fundamental for effective growth management. The final and ongoing stage in the community management process is evaluation of what has come before and what is occurring now, with the aim of changing or updating current problems to meet new needs and requirements as they arise.

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Action Handbook

Managing Growth in the Small Community

PART II:

GETTING THE COMMUNITY INVOLVED AND ORGANIZED

Prepared For
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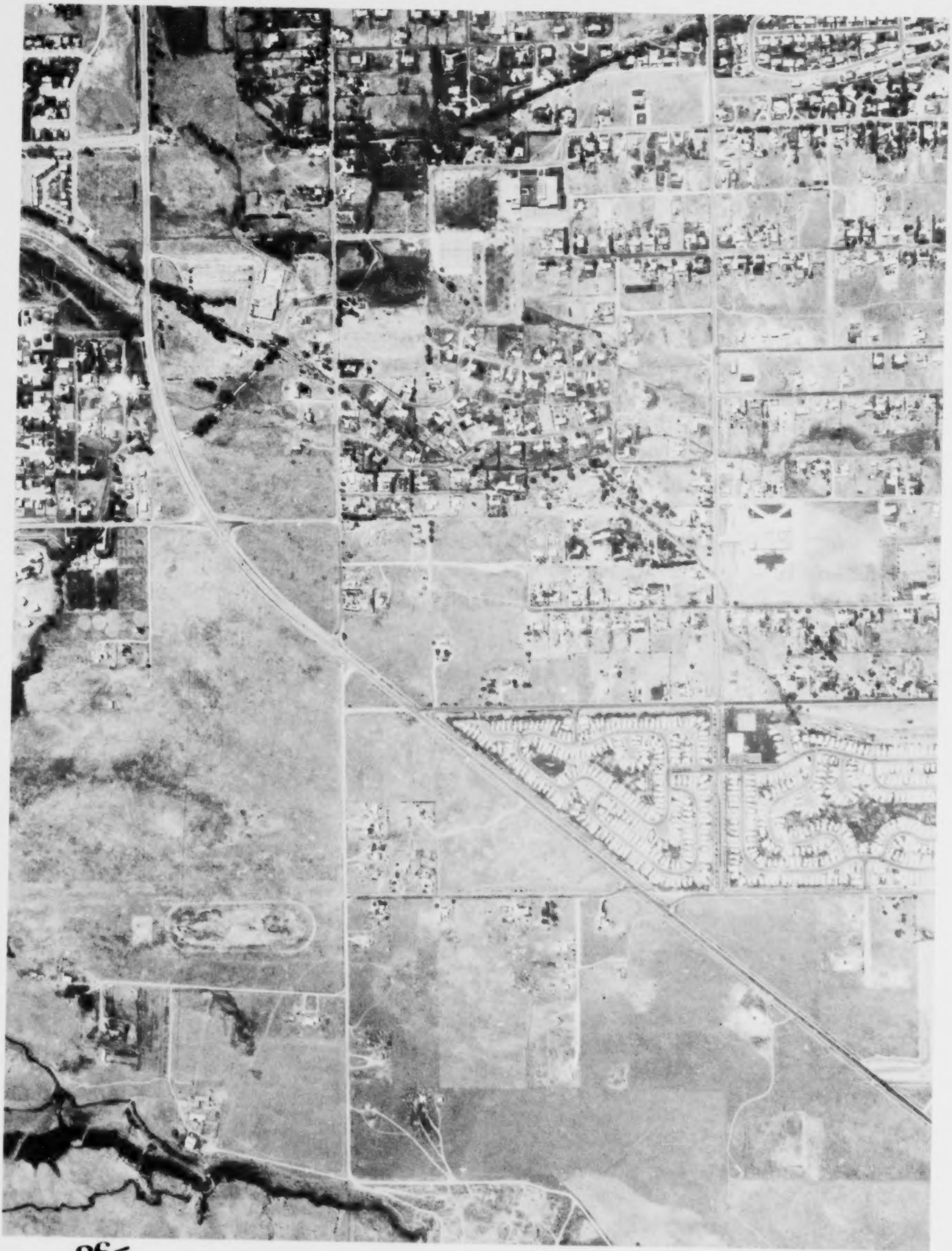

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Preface: How to Use the Action Handbook

The *Action Handbook* is designed to be a detailed "how to manage" manual for small communities undergoing or facing the prospect of accelerated growth. The recommendations and prescriptions may be of particular interest to small Rocky Mountain communities facing rapid growth due to the surge in energy development activities. However, the authors consider the material valid for a much broader range of communities in terms of both size and of the causes of growth.

The reader may find the *Action Handbook* rather straightforward in detailing "the approach" to successful community growth management. This presentation should not be interpreted to mean there is only one approach. Rather, it reflects the author's intent to suggest concrete procedures which are specific enough to implement with only slight modification for particular local conditions. In all cases, the suggested procedures must be tailored to local conditions.

To accomplish the goal of preparing a "how to" handbook, it was necessary to commit to a best overall approach to community management under growth conditions. The approach recommended was not chosen arbitrarily. Rather, it is based on a decade of experience in the Rocky Mountain West. The concepts are not speculative; they have been tried and tested in a number of locations including Boulder, Loveland and Vail, Colorado, and Rock Springs, Wyoming, and as part of this project, applied in Scobey, Montana, and Sheridan, Wyoming.

The *Action Handbook* presents a process for community management. The job to be done is not a one-shot project, but an ongoing set of organized activities involving a broad range of citizens in the community and outside affected parties. Once the process is accepted and becomes part of the community way of life, the practices and procedures tend to perpetuate themselves. Thus, the focus is on describing the process and steps to be taken for its adoption in the community.

The handbook is divided into three parts for the reader's convenience. The Table of Contents, which follows, includes all these parts. Part I is intended to give an overview of the community management process and to assist the user in estimating how development of a certain type might affect the community's needs for various public services, such as police officers, sewage treatment capacity, park land, etc. This part should be of interest to all those who wish to understand potential community impact, and especially those who would initiate community management and organization. Part II deals with approaches to getting the community involved and organized. It suggests a working model for the community organizers. Part III focuses on community action and growth management. This part will be of greatest interest to those closely involved in making government work to manage growth.

HOW TO USE THE HANDBOOK

After reading this preface and the introduction contained in Part I, look at the chapter entitled "Getting Control" in Part III. At this point, you will not need to understand the complexities involved in establishing standards, codes, and policies, but rather the basic philosophy underlying the recommended actions and approach. "Getting control" is really the main purpose of the entire process described in this book.

Next you may want to look at the tables in the chapter "Getting a Picture of What Lies Ahead" in Part I and work some or all of them, based on actual figures associated with proposed development in your area, or using your own estimate of development which may occur. What will it cost your community *not* to take control? How much trouble will organizing the community for impact management create?

Look through "The Process of Community Management" in Part I to get an idea of what will be involved in following the recommended management process. How difficult will it be to involve the community? Compare this with the problems that may arise if work is done by town staff and/or consultants and the community is then asked to accept decisions it had no part in making. Depending on your assessment of the seriousness of what may lie ahead, and the opportunities and/or difficulties presented by the involvement process, you can decide if you want to go ahead.

Keep in mind that what is presented in this handbook basically describes the areas of concern that surface in most communities threatened by change. The Action Handbook attempts to show how to make this process more successful by emphasizing study and involvement by citizens, and getting an early start on response by the whole community before a crisis develops. Such efforts will strengthen the community and the democratic process, create a broader base of positive responses to the impact situation by a variety of community organizations, groups, and individuals, and reduce the long range possibilities of citizen opposition to needed changes and adjustments. The "crisis" approach to dealing with growth has long range negative effects on the community's quality of life. A systematic, communitywide approach can avoid many of the chaotic problems that will otherwise develop, and can conserve scarce human and fiscal resources.

Because local communities are run on a democratic basis, the handbook is written for a varied audience. Especially in Parts I and II, the authors have tried to use nontechnical language so that citizens can carry out the activities designed for their participation and achieve a basic understanding of specifics such as financial or facilities planning which are part of a government's role. If particular sections or concepts are unclear or confusing, we encourage you to seek explanations. Don't be afraid to ask. Go to government staff, local college professors, or available technical experts. You might invite one of these people to an informal study session to go over a particular section(s) with a group.

The authors also wish to emphasize that although a given chapter may be particularly useful for, say, financial managers, all chapters are part of an overall process which is inter-related and in which cooperation within local government and between government and citizens' groups is essential to the overall success of the impact management effort. It is strongly recommended that readers of the handbook concern themselves with chapters specific to their area of interest, but also look at related chapters to gain a broader understanding of how their activities relate to all impact management activities which are taking place.

To some people, handbook recommendations may appear too detailed and structured for their particular community. Each community is encouraged to adapt the specific contents to its local situation, use those parts which are most relevant, and revise particular situations to make them more suitable to the community's own situation and needs. As stated above, handbook recommendations are the result of the authors choosing among various alternative approaches. They are intended as guidelines, not as rules.

Finally, remember that the Action Handbook is a working document. Write in it. Reorganize sections to fit your community's style and needs. Tear out pages and charts and put them up on walls. Get this book dirty and dog-eared with use!

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PART II: GETTING THE COMMUNITY INVOLVED AND ORGANIZED

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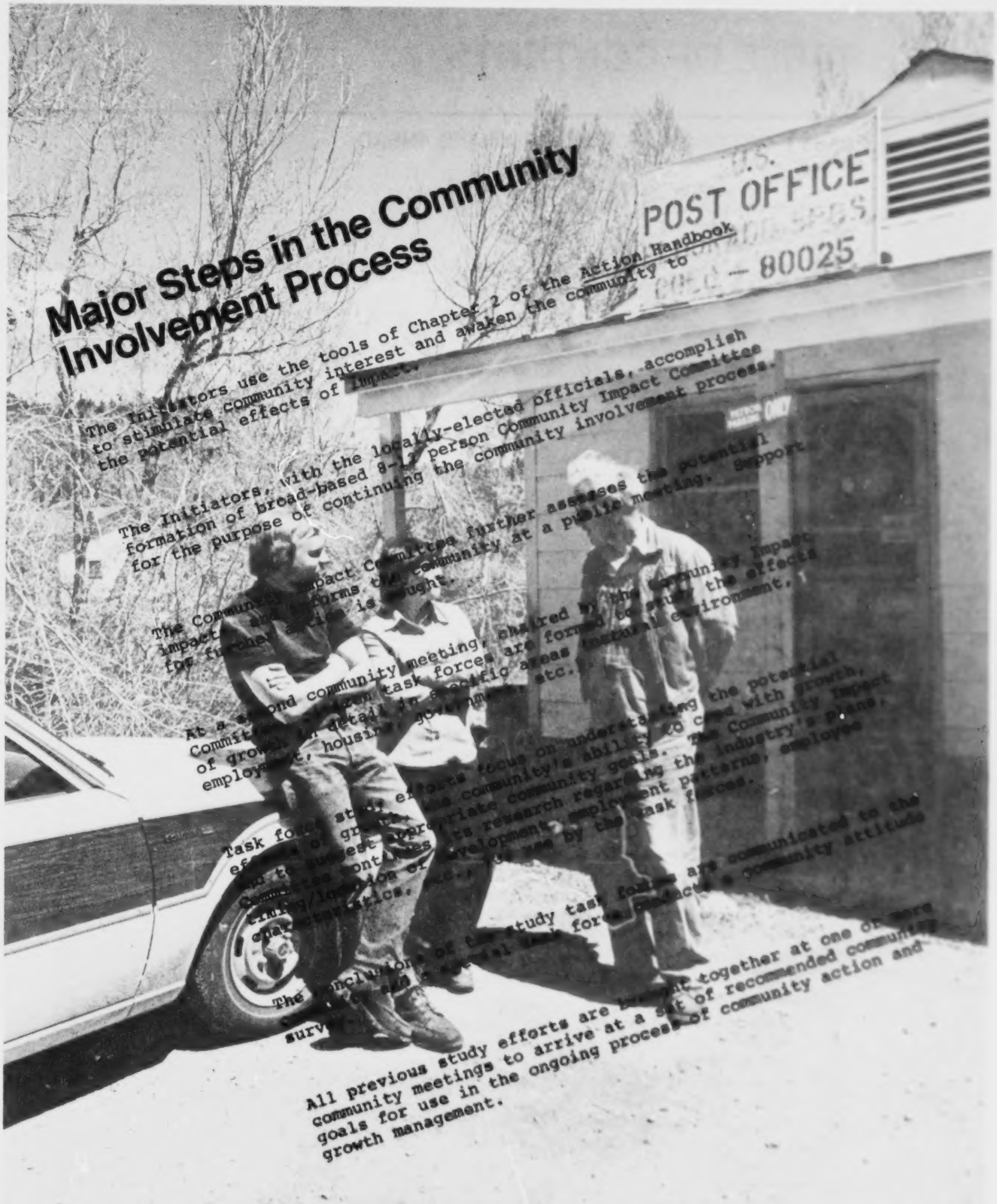

Major Steps in the Community Involvement Process

The Initiators use the tools of Chapter 2 of the Action Handbook to stimulate community interest and awaken the community to the potential effects of impact.

The Initiators, with the locally-elected officials, accomplish formation of broad-based 8-12 person Community Impact Committee for the purpose of continuing the community involvement process.

The Community Impact Committee further assesses the potential impacts and informs the community at a public meeting. Support for further action is sought.

At a second community meeting, chaired by the Community Impact Committee, citizen task forces are formed to study the effects of growth in detail in specific areas (natural environment, employment, housing, government, etc.).

Task force study efforts focus on understanding the potential effects of growth on the community's ability to cope with growth, and to suggest appropriate community goals. The Community Impact Committee continues its research regarding the industry's plans, timing/location of development, employment patterns, employee characteristics, etc., for use by the task forces.

The conclusions of the study task forces are communicated to the community and a general task force conducts a community attitude survey.

All previous study efforts are brought together at one or more community meetings to arrive at a set of recommended community goals for use in the ongoing process of community action and growth management.

4 Introduction to Part II

Getting the community informed and involved is the foundation of a successful impact management program. Don't approach community involvement halfheartedly, or expect it to happen on its own. Give serious attention to getting a broad base of community involvement at the first notice of future impacts in your area.

In this phase of impact management there are two major actors, the Initiators and, later, the Community Impact Committee.

The role of the Initiators is to awaken the community and to stimulate interest in coming to grips with the growth issue. As such, these individuals will work in a loose structure to gather base information about the proposed energy project. This will be used to begin to inform the community about the project and stimulate interest in working as a community to manage potential impacts. The ultimate aim of the Initiators is to generate support for forming an official lead group, the Community Impact Committee.

The Community Impact Committee is the lead group in generating and sustaining the community involvement process. Its role is to more fully inform the community of the potential effects of impact and to involve a broad group of citizens in a study effort to elaborate on the meaning of impact in specific functional areas. Representatives of the area local governments should be involved at this stage and should help the Community Impact Committee achieve its aim of arriving at a set of recommended goals for the community.

The major efforts of the Community Impact Committee focus on community meetings as a means to involve the entire community in the process and organize community task forces to study specific aspects of the community which will be impacted by future growth. The first two community meetings culminate in the formation of the task forces. The purpose of these meetings is to inform the community about the proposed project and anticipated impacts, and to solicit community participation in the detailed study phase. Citizen task forces designed to study the community in detail are formed at the second community meeting. Future meetings are for the purpose of bringing people up to date on the task forces' progress, working toward a goal setting session, and later, reviewing what has happened and mobilizing action to deal with new issues as they arise.

Following the second community meeting, the newly established task forces are off and running. These groups should perform detailed study activities, exchange information, and be involved in additional community meetings to continually keep the community informed. The result of their work, in conjunction with that of the Community Impact Committee, will be a composite report containing a comprehensive picture of the community, analysis of what the proposed energy project may bring about, and recommended goals in each task force area for the community to adopt.

Finally, utilizing the composite report and the product of the Community Attitude Survey Task Force, a goal setting session will involve the entire community in translating task force recommendations into acceptable community goals. The establishment of goals will lead the community into the next phase, organizing for action.

Coordination among task forces and between the task forces and the Community Impact Committee is essential to the success of this part of the process. The Community Impact Committee is responsible for overall coordination of task force efforts and findings. Their part in the study effort is to gather and relay information about the development project on a continual basis, while the task forces focus on determining specific impacts based on their inventories of present conditions and information received from the Community Impact Committee.

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5 Getting Started: The Initiators

To get started, some person or group of people has to take the initiative to get information on the proposed project and start informing the rest of the community. These people are "Initiators," and may be local government officials or staff, the chamber of commerce, or interested citizens in general. The main purpose of the Initiators is to awaken the entire community to the proposed project and encourage community participation in preparing for the project's impacts.

SOME GROUND RULES FOR THE INITIATORS

Proceed systematically, but as spontaneously and informally as possible. Avoid political overtones or legal formalities that could detract from genuine broad-based citizen participation

Be assertive, but not overly aggressive, in starting the process. "Taking charge" does not mean doing all the work, but rather making sure that the community information process is started and continues to evolve.

Avoid threatening people by leaving out some individuals or views, or moving too fast. Pace your efforts in accord with the urgency of the project and the mood and tempo of the community. Especially, ask for and listen to suggestions from elected community leaders. Their approval is critical.

Be generally familiar with the process of community involvement as outlined in this handbook, so you can lay necessary groundwork for the future actions as you go along.

INFORMATION ON THE PROPOSED PROJECT

Obtain as much information as possible about the project from a reliable source, such as top management of the development company, government agencies leasing the land for development, or state officials concerned with monitoring energy developments.

Avoid the spread of rumors or inaccurate information. When "news" about the proposed project comes to your attention, verify the source and content of the information as quickly as possible.

INFORM THE COMMUNITY, STIMULATE INTEREST

The Initiators should reach agreement regarding:

- How to begin to inform and involve the community
- What resources and individuals in the area can help promote community involvement, such as a community college, the county agent, the planning staff, the energy company and local organizations
- Who will do what and when. While maintaining informality, be very clear as to responsibilities to avoid duplication or neglect in getting tasks accomplished.

Collect, organize and spread accurate information about the proposed project. Begin to stimulate discussion and interest.

- Prepare a brief written statement on the proposed project and anticipated impacts. Include a description of the company and what it proposes to do, number of people associated with the project at different stages, number and kinds of jobs that may be available to local residents, number and kinds of people who may be moving to the community at different stages of the project, etc. (Use the impact tables in Chapter 2 of this handbook for guidelines on what you will need to know.) All this information may not be initially available. Use what is and plug in the additional data as it develops.

- Contact local newspaper and radio people. Present and discuss the written information on the project and secure their cooperation in publicizing the community involvement effort on a continuing basis. Ask for suggestions on how they can best participate in getting the community informed. One of the Initiators should have primary responsibility for future communications regarding the project, and should handle media questions when they arise.

- Contact community organizations and leaders, such as business and professional organizations, civic clubs, churches, schools, and social service agencies. Give them copies of the written statement on the project and ask them to communicate information to their members and friends.

- Contact local government legislators. They are key to the continuation and acceptance of the program. Seek their advice, support, and concurrence. They must be involved and made aware of what is being done. They need to understand that this is a supportive effort, not an effort to by-pass local government.

Make these community contacts informal. Use them to lay the groundwork for forming the Community Impact Committee, the next major task.

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6 Creating a Nucleus of Broad-Based Community Leadership: The Community Impact Committee

As quickly as possible, the Initiators should expand the responsibility for community involvement to a formally appointed committee composed of a broad base of community representatives. This does not mean a withdrawal of the Initiators, but rather a process of enlarging the nucleus of leadership to get more people involved.

The Community Impact Committee should act as the lead group to continue to involve the community and coordinate information on the energy project and potential impacts as it becomes available. See Table 6-1 for a rundown of major committee tasks.

THE INITIATORS SHOULD SECURE COMMUNITY SUPPORT FOR ESTABLISHING THE COMMUNITY IMPACT COMMITTEE

Use initial informal contacts with community elected officials to discuss the need for such a committee and its function in the impact management process.

Invite representatives of local government and community organizations to an informal meeting for further discussion and to participate in committee member selection. Ideally, the local government officials would be in the lead in this effort, i.e., as Initiators, and would call the meeting.

Expanding from the original Initiators to the community at large can be cumbersome and generally must be handled with care. If possible, seek the assistance of a college, utility, state agency, chamber of commerce, or consultant representative to facilitate this transition and continue to advise the community involvement process. If such assistance is unavailable, you might seek out a highly respected community member to serve the facilitating role.

Give special attention to working with local government at this stage. A mutual effort among community members and its elected officials and staff is essential to the success of future actions to control energy related impacts as they begin to occur.

COMMUNITY IMPACT COMMITTEE FORMATION

The Community Impact Committee does not need to be large. 8-12 people is generally a good size.

The Initiators, participating community and local government representatives, should prepare a list of people in the community who might serve on the committee. Look for people who will work hard, who are representative of the entire community, and who will have responsibility or be impacted by growth.

To ensure the committee is a representative body, consider the following population groups:

- Local government
- Business
- Industry
- Builders

TABLE 6-1:
THE COMMUNITY IMPACT COMMITTEE: MAJOR RESPONSIBILITIES IN THE IMPACT MANAGEMENT PROCESS

STAGE IN PROCESS	RESPONSIBILITIES
Overall	The Community Impact Committee is the hub of the community impact management process. It acts as a clearinghouse for information, generates official statements, and has ultimate responsibility for the direction of community involvement.
Community Involvement (Chapters 7-11 in Handbook)	Assemble information and publicize the proposed project. Call community meetings. Lay out the problem. Lay out the community study plan. Create task forces to study areas in depth. Ensure balance in study process by reviewing task force representation and recruiting representatives of concerned areas.
Community Study (Chapters 12-15 in Handbook)	Identify potential impacts in relation to task force information on existing facilities, conditions, concerns. Coordinate and monitor task force activities. Consolidate task force reports and refine major questions. Summarize major points made by task forces; develop an overview of "what is" and "what may be." Consolidate community goal recommendations and lead community goal setting session. Work to gain adoption or endorsement of recommended goals by local government and community organizations.
Planning for Action (Chapters 17-20 in Handbook)	Work with local government to develop priorities within the task force study areas and for the community as a whole. With local government develop a strategy for how to act and a sequence of actions. Inform the community of government programs and of new developments as they occur.
Follow-up (Chapter 37 in Handbook)	Call annual or bi-annual community meetings to assess programs, reevaluate goals if necessary, and deal with new problems or opportunities when they arise.

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- Realtors
- Farmers/ranchers
- Schools
- Churches
- Social services
- Civic clubs
- Minorities
- Elderly
- Youth
- Bankers
- Women
- Energy development company(ies) representatives
- Environmental groups

The Initiators may wish to be more or less active in the Community Impact Committee. Care should be taken not to exclude them, but to phase their activities into future stages of the involvement process, whether as members of the Community Impact Committee or in other capacities.

Contact potential impact committee members to determine their interest and willingness to serve. Explain the purpose and role of the committee to each potential member.

Appointments should be made by consensus of the selecting group. Don't exclude members because they have different viewpoints. Be very careful not to stack the committee. Appoint people who will be willing to work towards solutions and are not opposed to action, in any form.

Members of the selecting group should convene with the Impact Committee, review its purpose, and discuss the direction it will take in continuing the process with the backing and support of the selecting group. Use the material in this handbook.

COMMUNITY IMPACT COMMITTEE ORGANIZATION

The new Community Impact Committee needs one or more work sessions to:

- Get organized -- possibly adopt a name; elect a chairman, secretary, etc., and define each member's responsibilities and tasks. (See Table 6-2 for a list of suggested responsibilities.)
- Discuss how to continue the community involvement process. Develop a preliminary plan of action, including a list of resources and a time schedule. Look at the next several chapters of this handbook for ideas, and adapt them to your local situation. *Remember, this handbook is not a set of rules but general suggestions for how you might proceed.*
- Organize impact subcommittees to do basic fact-finding, publicity, and preparation for general community meetings.

The initial selecting group (local government and community representatives) should publicly announce the establishment of the Community Impact Committee, stating:

- The names of the chairman and members of the committee
- The purpose of the committee

TABLE 6-2: SUGGESTED RESPONSIBILITIES FOR COMMUNITY IMPACT COMMITTEE MEMBERS

	Name and Phone Number
Chair: Responsible for coordinating activities of the Community Impact Committee. Presides over Impact Committee and community meetings. Oversees involvement process and looks out for problems/snags/misunderstandings. The chair should be well respected in the community and able to handle community meeting situations.	
Secretary: Responsible for recording minutes of each meeting, keeping track of individual responsibilities and tasks which have been assigned, and organizing meeting notes into understandable and accessible form.	
Media Liaison: Responsible for all communications with local newspapers and radio stations. Coordinates requests for information from task forces and distribution of task force press releases.	
Printing Arrangements: Contacts local printing/duplicating service to arrange for printing of all materials associated with the community involvement, study and goal setting process. Sets up Community Impact Committee account. Might solicit some donated services from local printing firms. Handles task force requests for any special printing needs.	
Finances: At least one person should be in charge of obtaining financial assistance for the study effort. Extensive printing, occasional film rentals, and various kinds of equipment will require financial resources. This task should be carried out in conjunction with other committee members' efforts to obtain particular services or materials as donations. This person is also responsible for maintaining a record of receipts and expenditures.	
Liaison with Energy Company: One person might have primary responsibility for contacts with the company proposing energy development. An energy company representative on the committee might be best suited for this task.	
Liaison with Government Agenices: Responsible for communications with government agencies involved. A government representative might perform this function.	
Coordination of Other Community Assistance: Responsible for maintaining a list of people in the community willing to help. This list should include editors, typists, babysitters, artists (for posters or illustrating reports), drivers, and people willing to do "whatever is needed most." This person should be contacted by task forces with special worker needs and keep track of who has been referred where.	

- The general direction the committee is taking to broaden the base of community involvement -- i.e., the date when a general community meeting will be held and the purpose of the meeting

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7 Laying the Groundwork for Community Involvement

The Community Impact Committee should now focus on four major tasks:

- Gathering additional information on the anticipated energy project and assessing projected impacts on the community.
- Generating publicity about the project and anticipated impacts through formal and informal means.
- Planning and preparing for general community meetings to discuss the project and potential impacts, and get the community involved in the study and planning process.
- Developing small task forces to concentrate on specific areas of concern and be responsible for developing or maintaining alternative solutions.

These tasks will run more or less concurrently, and are the subject of the balance of Part II of this handbook.

The Community Impact Committee needs to be assertive in presenting information and its position to local media and community groups and leaders, yet maintain an open and listening stance. At times the committee may need to act with haste and utilize a formal approach. But generally the approach should be as informal as possible, and in keeping with the mood and tempo of the community and the proposed impacting development. Operating as a cohesive group, whose members support each other publicly, is a must.

FOCUSING THE ISSUES

Start with information the Initiators have gathered. Expand on it as new facts become known. Find out as much about the proposed project as possible. At first the details may be sketchy. Don't let this discourage you. Keep filling in gaps when you can.

Refer to the tables in Chapter 2 of this handbook. If they weren't completed by the Initiators, work through them now. Fit in specific figures and standards when they are known. This will give you some idea of the kinds of problems and opportunities the community will face in the future. More on this is contained in Chapter 12.

GENERATING PUBLICITY

Work closely with the local newspaper and radio. Provide articles and encourage and participate in talk shows about the proposed project, anticipated impacts, and things the community can do to prepare. Search out opportunities to appear before community organizations, such as civic clubs, school boards, business groups, church groups. This activity should receive careful attention throughout the entire process discussed in this Part II of the handbook.

PLANNING FOR THE INVOLVEMENT PROCESS

The committee should meet as a body to plan for the community meetings and follow-up procedures, and assign responsibilities for various tasks. Lay out and agree on the basic format for involving the community, recognizing that modifications will be needed as the process goes on.

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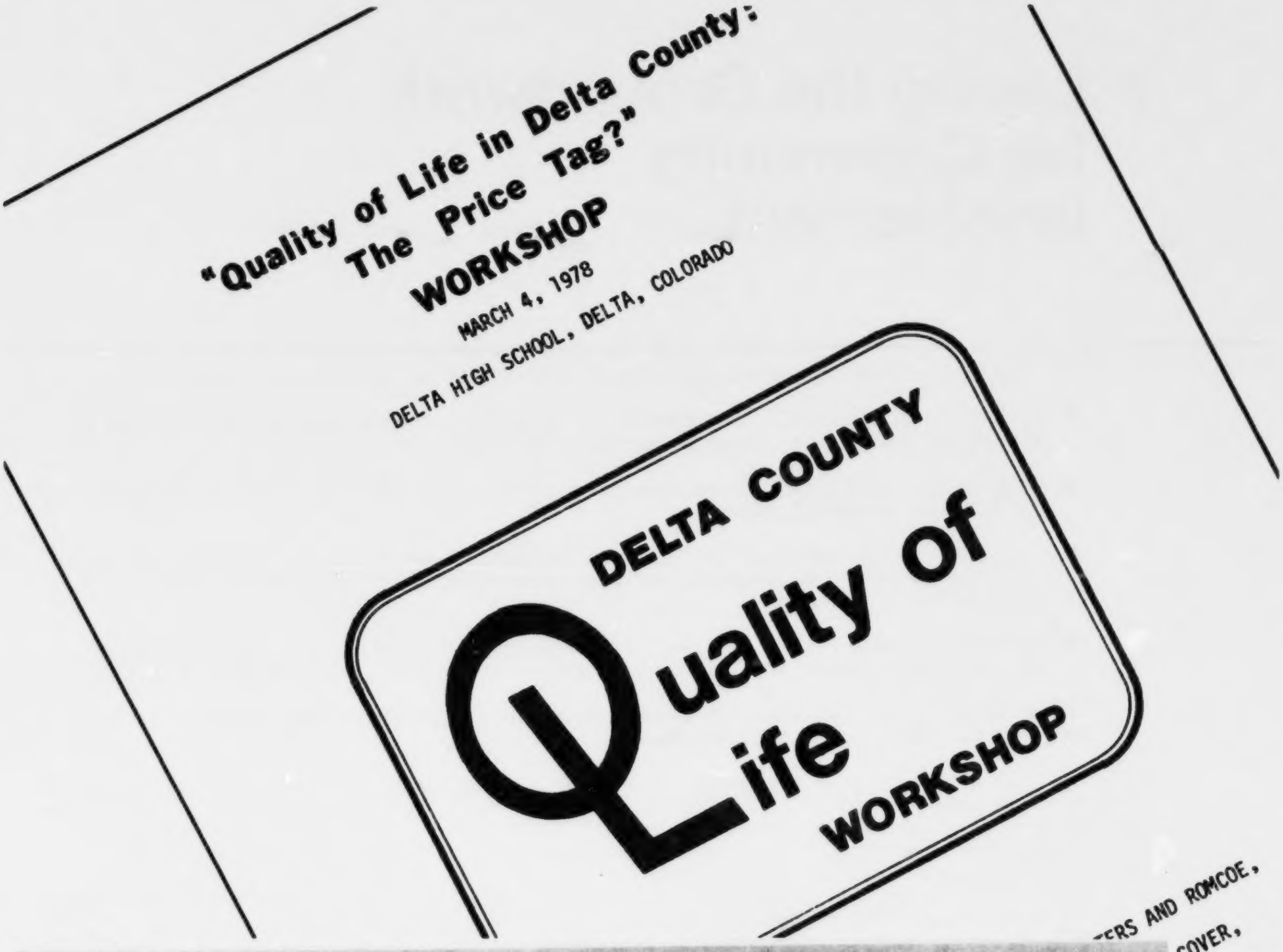

"Quality of Life in Delta County:
The Price Tag?"
WORKSHOP
MARCH 4, 1978
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DELTA COUNTY
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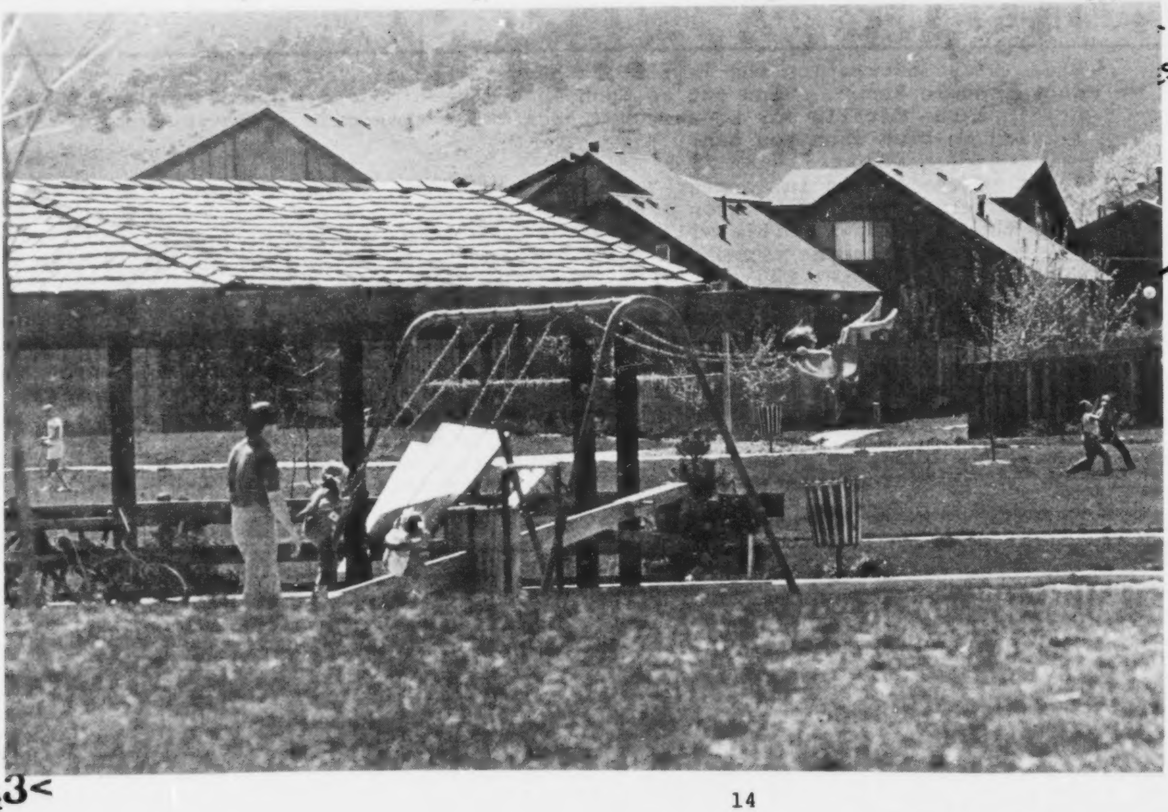

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8 Planning for Community Meetings

A series of community meetings is the means to initiate and continue a community-wide process of study and goal setting. The meetings should provide the community as a whole the opportunity to participate in establishing its direction and its response to the proposed energy project.

The community meetings should be flexible and informal sessions where the community becomes informed, discusses issues that confront it, and organizes a process of shaping its direction. However, even informal meetings should not "just happen." It's the responsibility of the Community Impact Committee to provide preparation, leadership, and direction to launch the endeavor, and to guide the process of study and goal setting to completion.

GROUND RULES FOR COMMUNITY MEETINGS

Adapt the number and frequency of community meetings to your local situation, taking into account the urgency of the impending development project.

Dates, times, and places of meetings should be well chosen, publicized, and rigorously adhered to. It's a good practice to select the same day of the week, time and place for meetings which will reoccur. Try to avoid conflicts with other community activities when selecting meeting times during the four to five months when the community is establishing its direction.

Make meetings interesting. Vary presentations by use of audio-visual materials in addition to speakers.

Always allow ample time for questions and discussion. The meeting process is aimed at involving the entire community. It is essential that everyone be able to participate and that questions be encouraged and answered so everyone is fully informed.

COMMUNITY MEETING SCHEDULE

The first community meeting is primarily informational. Community Impact Committee factfinders and other speakers, e.g., from the energy company, government agencies, or universities, inform the community about the proposed project and focus on issues and problems the community will face in the future.

The second community meeting should take place one week after the first. It should focus on a report from the Community Impact Committee of possible local impacts from the development, and on organizing task forces to inventory local conditions and resources, and to determine community attitudes and needs in the face of growth.

Subsequent community meetings over the next four or five months will present task force findings and culminate in a session to formulate recommended community goals. A more detailed schedule for this stage of the process is presented later in this handbook. See Table 10-2 in Chapter 10.

Hold annual or bi-annual community meetings as needed to review progress, discuss issues and problems, and mobilize the community as new issues, problems, or opportunities arise.

PREPARATION FOR MEETINGS

Arrange for an appropriate meeting place and a time that doesn't conflict with other community events. Give at least two weeks' notice of the first meeting time, accompanied with dates for following meetings.

Build up publicity regarding the meetings and their importance. Use handbills as well as local media to outline the issues to be addressed at each forthcoming meeting.

Plan agendas for each meeting and clearly designate responsibilities for organizing and conducting them. Brief speakers on the nature and purpose of the meeting. Make personal contacts with numerous community members to secure a broad base of understanding and support before a meeting is held.

Use the following Community Meeting Checklist to make sure you've covered all details to make the meeting a success:

____ The meeting place is secured and adequate for the number of people expected to attend.

____ All materials and equipment for the meeting have been secured: blackboard, chalk, projectors, writing pads, etc.

____ If you plan to have coffee or other refreshments, all arrangements to provide them have been made.

____ All prior announcements and contacts have been made with local newspapers, radio, and community groups and leaders.

____ Any reports which are to be discussed are ready for presentation and distribution.

____ Speakers have been briefed on the nature and purpose of the meeting.

____ Resources for follow-up activities have been identified.

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The Community
1 Family
2 Quality of education
3 Ability of people to
4 Quality of growth
5 Quantity of growth
6 Job opportunities
7 Education Plan and
from Participation
on the Planning

Photographs courtesy of
Delta County Independent

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9 Informing the Community: The First Community Meeting

The first meeting will be the primary thrust by the Community Impact Committee to get the community as a whole aware and involved in the impact management process. The first gathering should focus on informing the community and generating interest in future participation. It's extremely important to follow basic planning procedures outlined in the previous chapter. A well planned and interesting first meeting can be the springboard for an active and broad-based effort by the community as a whole.

At least one-third of the people attending the first community meeting should have been briefed in advance on the purpose of the meeting and the direction for community involvement the Community Impact Committee is taking.

FIRST MEETING AGENDA

The first community meeting should be opened and introduced by a member of the local government: the mayor or a presiding county government official. A typical agenda for the meeting is as follows:

- A brief statement of the purpose of the meeting, including background on the Initiators, formation of the Community Impact Committee, and what has been accomplished to data. Allow time for questions. Emphasize bringing everyone up to date on the work of the Impact Committee and what is proposed from this point on.
- Introduce the Community Impact Committee members.
- The chairman of the Community Impact Committee proceeds with conducting the meeting by introducing the evening program: industry spokesman, government officials, and committee factfinders describe the proposed development project. They should focus on its nature, who is involved in it, its size, when and where various phases will take place, obvious implications for the community, and the steps that will be followed in the process of ultimately reaching a go-ahead for the project. Allow ample time for questions and discussion.
- The Community Impact Committee briefly outlines some anticipated problems and opportunities related to the development project, and invites the community to the task force organizational meeting the following week. The meeting is adjourned.

FIRST MEETING FOLLOW-UP

Following the first community meeting, members of the Community Impact Committee should meet to assess the community's response and review and complete plans for the second meeting. Give special attention to receiving good coverage of the first meeting and advance publicity for the second from local newspaper and radio. Often after the first meeting there is a letdown of interest, requiring a special effort in informal and personal contacts to get people out to the task force organizational meeting.

Task Force Study Areas

1. Government resources and services
2. Land use
3. Housing
4. Transportation and circulation
5. Natural environment and resources
6. Community character and development
7. Community resources and services
8. Community attitude survey
9. Economy and employment

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10 The Second Community Meeting: Forming the Task Forces

Now that the community has been informed about the nature of the potential development, broad-based involvement is essential for a number of impact management tasks. The task forces are the next group of actors in the process. Working with the Community Impact Committee, the task forces will focus in depth on specific areas of the community, aspects of assessing impacts, and determining attitudes -- with the final objective of formulating recommended community goals.

Most of the task force process is designed to focus on inventorying and assessing the potential effects of growth on specific functions of the community. In addition, the Community Attitude Survey task force is concerned with soliciting residents' desires and views.

PREPARATION FOR THE SECOND COMMUNITY MEETING

Preparation for the second community meeting should include a suggested list of task forces, with their purpose and guides for task accomplishment. . (See Table 10-1 for an example and Appendix A for a complete guide to recommended task forces.) The breakdown of task forces should reflect the information needs of the community. The following task forces represent possible areas, but do not feel limited to just these headings:

- Government resources and services
- Land use
- Housing
- Transportation and circulation
- Natural environment and resources
- Community character and development
- Community resources and services
- Community attitude survey
- Economy and employment

SECOND MEETING AGENDA

The second meeting is opened and chaired by the Community Impact Committee chairman. A typical agenda should open with a brief statement of the purpose of the meeting, including a short review of the first community meeting, and the nature of the proposed development project. Present and discuss the research the Community Impact Committee has done on the scope of possible impacts, problems, and opportunities related to the project.

Next, present and discuss the proposed organization of task forces, their purpose, and the anticipated final products of the task force effort. Give an overall picture of what will be required as shown in Table 10-2. Hand out copies of the task force responsibilities contained in Appendix A.

Pass out task force preference sheets for citizens to use to indicate their preferences and willingness to serve, and allow time for completing them.

TABLE 10-1: TASK FORCE STUDY OUTLINE: ECONOMY AND EMPLOYMENT

CONDUCT AN INVENTORY OF THE CURRENT SITUATION; ELEMENTS SHOULD AT LEAST INCLUDE:

Number and types of industries, and number of employees for each type.

Number and types of wholesale and retail businesses, and number of employees for each type.

Number, types and employees of ranches and agricultural enterprises.

Number and types of governmental services and number of employees.

Number and types of professional and service people (architects, doctors, lawyers).

Number and skills of unemployed people in the community.

Number of regional high school students and young adults.

Number and types of welfare cases in the community.

Per capita and median family income.

Income distribution.

Wage levels paid by existing employers.

EVALUATE TRENDS AND POTENTIAL IMPACTS

Determine what trends and patterns have developed; have there been major employment shifts? Have new industries come into the area?

Analyze what impacts major development have upon existing employment characteristics and employees.

DETERMINE ISSUES RELATED TO THE ECONOMY AND EMPLOYMENT WHICH AT LEAST DEAL WITH THE FOLLOWING:

What are the major employment opportunities in the community (agriculture, tourism, mining, manufacturing, government, etc.)?

Does the community have a secure economy, offering sufficient employment opportunities to its population; i.e., women, the young and elderly? Is it subject to large swings?

If there is unemployment or underemployment; why is this the case?

Are there people leaving or coming to the communite for economic reasons? If so, why? Where have recent high school graduates gone? Would they have stayed if jobs existed?

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TABLE 10-1: CONTINUED

	What are realistic opportunities to change the economic base based on resources, location, transportation, labor pool, etc.? What economic opportunities exist in the community that are not being realized? What kinds of jobs and/or training is needed in the community to more fully utilize opportunities that may develop as a result of the energy development? Does the community want to promote additional economic growth? How do local codes, taxes and policies affect the local economy and employment?
DEVELOP PRELIMINARY GOALS AND POLICIES BASED UPON THE INVENTORY, TRENDS AND ISSUES WHICH WILL:	Protect and enhance the economic stability of the community. Provide for long range economic security for the community's entire population. Provide adequate employment opportunities for all segments of the population. Meet the needs of the disadvantaged.
DEVELOP A REPORT INCLUDING CHARTS AND GRAPHS WHICH DEAL WITH ECONOMIC NEEDS AND GOALS	
RELY ON DATA COLLECTED BY OTHER AGENCIES AS MUCH AS POSSIBLE	Federal - U.S. Department of Labor U.S. Department of Commerce, Burear of the Census State - Division of Employment/Labor Department of Revenue County - Extension Office Welfare Department Local - Chamber of Commerce School Districts Other - University Department and Research Bureaus Surveys by high school students (college students, too) Regional Planning Program Multi-State Planning Projects Consultant's reports and impact analyses

TABLE 10-2: COMMUNITY STUDY PROCESS SCHEDULE[1]

MONTH	WORK PROGRESS AND MEETING SCHEDULE
First Month _____, ____ month year	Community Study Progress: Task force organization, study meetings, and preliminary work Community Meeting: Community meeting the fourth Thursday, 7:30 p.m., high school auditorium, to discuss the program and progress of each task force and firm up the community meeting calendar. Include a film or speakers on energy projects, impacts on other communities, or other states' experiences.
Second Month _____, ____ month year	Community Study Progress: Detailed task force work. Each task force has its own workshops and study sessions. The Attitude Survey task force gathers input for developing its questionnaire. The Community Impact Committee completes its draft report. Community Meeting: Community meeting the fourth Thursday, 7:30 p.m., high school auditorium, to present and discuss the Impact Committee's report.
Third Month _____, ____ month year	Community Study Progress: Study task forces finalize their reports and prepare to present them at community meetings. Community Meetings: Community meetings, every Thursday, 7:30 p.m., high school auditorium, for task force reports and discussion (2-3 reports at each meeting). At the last of these meetings present and discuss the Community Attitude Survey which is about to take place.

	TASK FORCE REPORTS
1st Thursday	
2nd Thursday	
3rd Thursday	
4th Thursday	

MONTH	WORK PROGRESS AND MEETING SCHEDULE
Fourth Month _____, ____ month year	Community Study Progress: The Community Attitude Survey is conducted and tabulated, and the Committee's report prepared. Community Meeting: Community meeting the fourth Thursday, 7:30 p.m., high school auditorium, to present the Attitude Survey Committee's report.
Fifth Month _____, ____ month year	Community Meetings: One or more community meetings for formulating recommended community goals. Schedule these either once a week, as above, or set aside a weekend for an intensive session. This meeting(s) will determine future directions for the community.

---

[1] This schedule is for task force work and community meetings that would follow the second community gathering at which time the task forces are formed.

Some people may prefer not to volunteer for task force work. Other options to participate should be on the form, such as: finding resources, delivering survey forms, babysitting for parents on the committees, typing, research, or editing. Everyone should be strongly encouraged to participate in some way, but not pressured to do so.

Collect sheets and sort them into task force groups while the meeting breaks for coffee.

The general meeting now divides into the various task forces to get organized. Task forces should elect chairpersons and recorders, outline tasks to accomplish, and set a time and place for their next task force meeting.

One or more Community Impact Committee members should go to each task force to aid in getting organized and brief them on their respective functions.

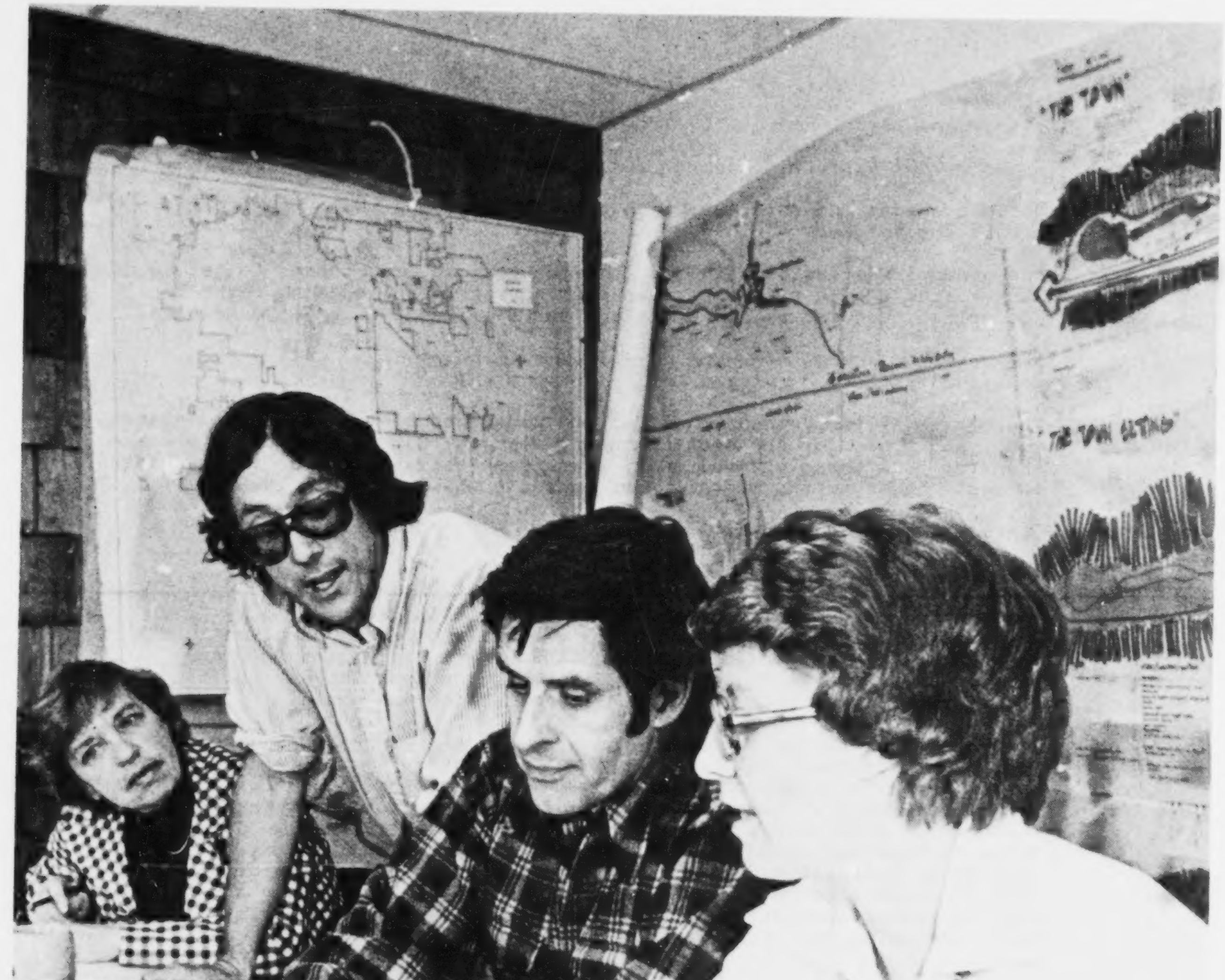
The entire assembly reconvenes for announcements by the chairman: agenda, time, and place for the next community meeting; date and place of a workshop for task force chairpersons; resources available to the various task forces. Refer to the overall work schedule shown in Table 10-2.

The meeting is adjourned.

SECOND MEETING FOLLOW-UP

Members of the Community Impact Committee should meet informally "over coffee" to review progress and clarify the direction to be given to the task forces. Make sure the local newspaper and radio give full and detailed coverage to the community meeting, the task forces, and the effort underway to establish community direction and goals.

Give attention to the makeup of the task forces. Task force membership should reflect their respective areas of concern: e.g., a school board member and/or a school administrator on the task force which will be looking at schools; local government officials and/or staff on the task force which will review government resources and services; a chamber of commerce representative on the economy and employment task force. If task force membership does not reflect this kind of representation, recruit members to cover areas that are deemed lacking. They should also represent the various groups and interests of the community, including consumers, the disadvantaged and the elderly.


"THE TOWN"
"THE TOWN SETTING"

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11 The Task Force Process

By concentrating in depth on specific areas of the community and by exchanging information, the task forces can develop a comprehensive picture of the community "as it is" and utilize the broad information on growth generated by the Community Impact Committee to forecast "how it will be" when energy development occurs. This is the basic division of responsibility in research activities between the task forces and the Community Impact Committee. The task forces each focus on their designated functional areas, and the impact committee deals with the growth aspects that will affect all functional areas.

TASK FORCE RESPONSIBILITIES

The task forces have the major responsibility in the citizen involvement process for gathering detailed information, assessing impacts in their specific functional areas, and translating future needs (as compared to present conditions) into preliminary community goals.

To accomplish this, the task forces must:

- Inventory resources and existing conditions.
- Identify trends and potential impacts, based on the Community Impact Committee's report of anticipated changes (see Chapter 12 for a discussion of the impact committee's report).
- Determine issues, present problems, potential impacts, and desirable future courses of action.
- Develop preliminary goals and policies based on existing conditions, potential impacts, and community needs.
- Be sensitive to the special needs and concerns of all of the community in carrying out research and formulating recommendations.
- Develop necessary maps and graphics related to their study area.
- Prepare a written report describing the details of their study area, their assessment of potential impacts, and recommended courses of action (see Chapter 13).
- Present findings and recommendations to the community at large in a clear and interesting way.
- Provide input and participation for the community goal setting session (see Chapter 15 below).
- Be prepared to address specific questions about the area of research in either the subsequent community involvement or government planning stages of the impact management process.

TASK FORCE ORGANIZATION

Within a few days after the second community meeting, an evening workshop should be held by the Community Impact Committee for the task force chairmen, dealing with:

- The role and responsibilities of the task forces and their chairmen.
- What needs to be done and how to do it.
- How to function as an overall team in defining the community's resources, problems, goals, and directions for action.

- Identification of local staff assistance and resources for the various task forces.

- Development of a general plan and schedule for task force and community meetings, including the dates of community meetings when the task forces will give their final reports.

The chairman of the Community Impact Committee should keep in touch with task force chairmen on a regular basis, to provide any needed assistance and moral support. As with all groups, task forces will have their ups and downs, and from time to time may need a bit of encouragement to keep going.

TASK FORCE SCHEDULE

Each task force should meet at least weekly to carry out its tasks according to the schedule shown in Table 10-2 above. The Community Impact Committee and chairmen of the various task forces should meet bi-weekly to review and coordinate the work of all task forces and especially to plan and prepare for each community meeting. (At this point, the reader may find it helpful to refer back to Chapter 8, "Planning for Community Meetings" in this handbook.)

Through the series of monthly community meetings over the next four or five months, each task force will present its findings and recommendations, culminating in a session where the community will establish its recommended goals.

PUBLICITY

Activities of the Community Impact Committee and its various task forces should continually be publicized through the local newspaper, radio and community organizations.

To double check for contradicting or confusing statements, the Community Impact Committee should coordinate press releases and other public information. If the responsibility assignments for the Community Impact Committee suggested in Table 6-2 above are adopted, coordination will be the job of the media liaison person.

COORDINATION BETWEEN TASK FORCES AND THE COMMUNITY IMPACT COMMITTEE

Division of responsibilities between the task forces and the Community Impact Committee is as follows:

- Task forces are responsible for details study, impact assessment, and preliminary recommendations in their study areas.

- The Community Impact Committee's responsibilities are to research the potential energy development and relay this information on a continual, updated basis to all task forces (see Chapter 12), to provide leadership and coordination to the task force study efforts, and to develop a final composite report based on task force drafts and their own knowledge of the overall picture of the study findings, impact assessments, and all task force recommendations.

It is essential that each individual task force member be aware of the Community Impact Committee's findings and be encouraged to ask questions and provide input to the coordination of findings, assessments, and recommendations which the Community Impact Committee is carrying out.

Community Impact Committee Report

PROJECT DESCRIPTION

1) Industry and Process
- Level of Output
- Stability of Markets
- Probable location
- Secondary industry effects

2) Permit Requirements

3) Development Scenario

4) Community Description

EMPLOYMENT CHARACTERISTICS

5) Employment Levels by Stage

6) Employee Social/Demographic Characteristics

7) Wage Levels and Demands for Community Services and Housing

8) Company Policies/Union Policies

9) Local Employment Opportunities

INDUCED GROWTH AND LOCATIONS

10) Immigrating Employee's Families

11) Growth from Secondary Effects

12) Probable Location of Growth

COMMUNITY ASSISTANCE PROGRAMS

13) Governmental Programs

14) Industry Programs

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12 Identifying Development-Related Risks and Opportunities: The Impact Committee Report

It is vitally important that the community become aware of specifically how energy development might affect it. Stories from other communities abound. "But what about our own community?" What are the major short and long term concerns? Are there opportunities for gain which could be pursued? The impact study process plays an essential role in developing answers to these and related questions.

COMMUNITY IMPACT COMMITTEE RESPONSIBILITIES

The Community Impact Committee should function as a central point for receiving and dispensing information from outside sources about the proposed project and its impacts. Its impact report plays a major role in this area of responsibility.

In addition to keeping the community informed, the Community Impact Committee should serve as a resource to all task forces, providing them with specific information on anticipated changes, risks, and opportunities.

Finally, the Community Impact Committee is responsible for overall coordination of task force efforts, and needs to make sure that gaps in information are covered and conflicts in findings, impact assessments, or recommendations are resolved.

COMMUNITY IMPACT COMMITTEE PROCEDURES

Following the second community meeting, the Community Impact Committee should meet to review the initial impact information (work done by the Initiators), to start the community involvement process, and discuss sources for updating or expanding the information collected to date.

- Discuss and establish the purpose and direction of the committee's efforts.
- Outline what needs to be done.
- Organize work groups for information gathering, conducting committee workshops, report writing, and information dissemination.

At this time go back to the tables in Chapter 2 in Part I. Now fill in specific information about the energy project proposed for your community. What has changed? Are there new developments in the energy company's plans? Has the energy company performed environmental impact studies or related research which will be useful in the community study efforts?

Federal, state, regional, local, and energy project resource people should be fully utilized to provide factual information on the project, and assist in projecting and assessing anticipated impacts. Organize several committee workshops and consult a variety of resource people to clearly define the detailed and specific impacts the community may experience in the future.

Relay this information to the task forces by means of a meeting for all task force members.

- Prepare a memo or preliminary report and distribute it before the meeting.

- Present specific numbers and scheduling of actions whenever possible.

- Present interpretation of the significance of this information and ideas for future investigation and concerns.

- Be concerned with consistency. Make sure everyone understands this information and has a clear idea of what will need to be done in the future.

- Develop some procedure for updating information as new facts become known.

To ensure consistency, distribute new information to all task forces during the two-three month study process. The interrelatedness of community systems makes it essential that each task force area be made aware of new developments as they arise.

Basic resource materials on the project, such as industry or government reports, should be reproduced or collected at a central point, and made available to all task forces, local media, local government, and community organizations. Exercise special care to distribute only factual information -- document its source and date of issuance.

Be sensitive to task force needs for additional members to replace persons who stop participating or to represent areas of information or expertise a given task force feels are necessary to its efforts.

Coordinate publicity about the task force efforts and inform local media about the progress being made.

COMMUNITY IMPACT COMMITTEE REPORT

Present a draft impact report to all task forces and to the community at large via a community meeting.

The report should contain:

- A description of the proposed energy project.

- Projections and estimates shown in a time frame, describing the various phases of the project from planning through construction through operation.

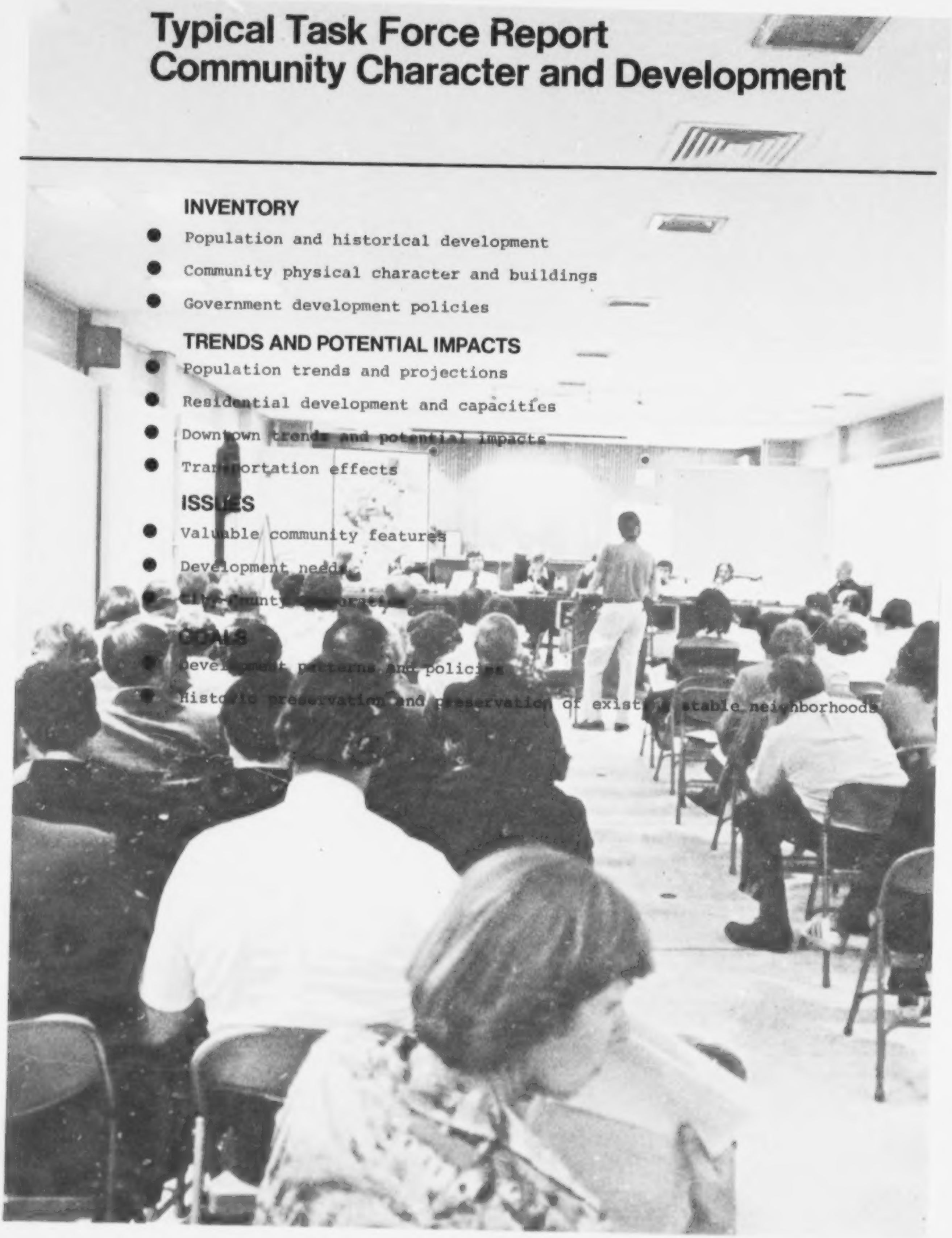
- A general statement of anticipated impacts which can be expected to occur.

- A general statement of anticipated risks, problems, and opportunities for the community.

- Identification of various external resources that may become available as a result of the proposed project.

Recognize that additions or changes may be needed as the situation changes in the future. The impact report should be updated periodically with the date of the latest revision indicated.

Typical Task Force Report
Community Character and Development



INVENTORY

- Population and historical development
- Community physical character and buildings
- Government development policies

TRENDS AND POTENTIAL IMPACTS

- Population trends and projections
- Residential development and capacities
- Downtown trends and potential impacts
- Transportation effects

ISSUES

- Valuable community features
- Development needs
- City-County cooperation

GOALS

- Development patterns and policies
- Historic preservation and preservation of existing stable neighborhoods

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13 Taking Inventory, Assessing Impact, and Recommending Goals: The Task Force Reports

The task forces' first responsibility is to inventory existing conditions and facilities in their respective study areas. The purpose of the inventories is to identify assets that can be built on, and locate problems before development makes them too large to solve. The one exception is the Survey Task Force. (See Chapter 14 for Survey Task Force responsibilities and procedure.)

During the inventory process, the task forces are exchanging information with the Community Impact Committee concerning anticipated impacts in their study areas. Following completion by the task forces of the inventories, and utilizing the Community Impact Committee's report on the project, each task force will consider in detail the impacts which have been projected for their area, and formulate recommended goals for the area which will enable the community to meet the challenges of growth.

REQUIRED TASKS

Basic tasks each group needs to accomplish are:

- Gathering information about their area of community concern
- Exchanging their findings with the Community Impact Committee and integrating Impact Committee findings into their collected facts
- Preparing and writing a draft task force report
- Distributing the report to other task forces, local news media, local government officials, and community organizations
- Preparing and conducting a presentation of the draft report to a general community meeting. (Dates and details need to be coordinated with the chairman of the Community Impact Committee and other task forces.)
- In coordination with the Community Impact Committee and other task forces, preparing for and participating in the community goal setting session.

TASK FORCE WORK PLANS

Following the second community meeting, each task force should meet to review its purpose, develop a plan for conducting its study, and divide into work groups responsible for specific areas or tasks.

Plans for conducting inventories should include:

- A list of questions to ask various community sources. (See Appendix A for typical lists of questions for each task force area.)
- A time schedule for the inventory process, task force study sessions, report writing, and distribution of the final report
- A list of resources (people and documents) you will utilize in taking the inventory -- consult the Community Impact Committee's resource list to get underway.

STUDY PROCEDURE

Each work group begins its tasks immediately, closely following the outlined schedule of activities.

Use as information sources the inventory data and facts about anticipated changes in the community which are gathered and relayed by the Impact Committee.

Concurrently with gathering information, hold weekly workshops and study sessions to discuss and evaluate information and begin organizing the draft report.

Following completion of the fact-gathering process, identify issues, assess anticipated impacts, and prepare a preliminary draft report.

Distribute the report to all task force members and the Community Impact Committee. The Impact Committee will review each task force report for gaps and for conflicts in information or recommendations among various task force reports. Task force chairs or designated members should meet to discuss and resolve any conflicts of this kind.

At a meeting of the entire task force, discuss, evaluate and revise the report. Check it against the Impact Committee report to make sure all potential impacts have been considered. Endorse the report (with any noted changes) for final preparation and distribution.

TASK FORCE REPORTS

Each task force report for general distribution should include:

- A description of present conditions
- Identification of existing standards applying to each area -- these may be national or state standards, or local standards which have already been established. Discuss any changes in local standards which you feel may be required. (For a discussion of standards and their application, see Chapter 21 on "Getting Control" in Part III of this handbook.)
- A statement of needs, problems, and opportunities related to anticipated energy development.
- A statement of recommended goals.

Before final publication, the task force chairman should review the report with the Community Impact Committee and chairmen of other task forces and receive their endorsement for publication and distribution.

Publish and distribute the report.

The task force now presents the report at a general community meeting. Give particular attention to charts, graphs, and other visual materials which can aid report presentation. Provide ample opportunity for questions and discussion. The outcome of the presentation should be some general concensus regarding the report and proposed goals by the assembly as a whole.

The Community Impact Committee will collect all task force reports in a binder and coordinate a final composite report.

PART I: HOW YOU VIEW YOUR TOWN

t are the best aspects of day-to-
life in Lyons for you? (Circle
more than two numbers.)

- Its location
2- Its size
3- Climate
4- Economic aspects
5- Friends and neighbors
6- All of the above
7- Other (specify) ______

2. What is the single most important thing that would make living in Lyons better for you? (Circle one.)

1- More job opportunities
2- More recreational facilities
3- Better schools
4- More growth
5- Less growth
6- More health care facilities
7- Child day care facilities
8- More shopping facilities
9- Other (specify) ______

3. [illegible] could happen in Lyons that [illegible] make living here worse for [illegible] (Circle only one number.)

1- [illegible]rease in population
2- [illegible]rease in population
3- [illegible]ction [illegible] quality of public [illegible]ities
[illegible]ase in costs of public utilities
5- Less commercial activity
6- More commercial activity
7- Industry moving to town
[illegible] Less tourists in [illegible]
9- More tourists in [illegible]
10- Other (specify) ______

4. How do you rate Lyons as a place to live? (Circle only one number.)

1- Excellent
[illegible] Good
[illegible]
[illegible]r

5. How important do you think it is for Lyons to grow?

1- Very important
2- Fairly important
3- Not important
4- Don't want it to grow

6. How important do you feel it is for you to know what is happening in Lyons?

1- Very important
2- Somewhat important
3- Not important

7. Do you feel adequately informed about what is happening in Lyons?

1- Yes
2- No
3- Don't care

8. How important do you think the idea of public community meetings is for Lyons?

1- Very important
2- Fairly important
3- Not important

9. Thinking of the problems in the Lyons area that are important to you, do you think your town officials really do the things you want?

1- On most problems
2- On some problems
3- On no problems
4- No opinion
5- Other (specify) ______

10. Thinking of the problems in the Lyons area that are important to you do you think your school officials really do the things you want?

1- On most problems
2- On some problems
3- On no problems
4- No opinion
5- Other (specify)

---

of the problems in the
that are important to
think your county
eally do the things

[illegible]lems
[illegible]ms

[illegible]d be the limit of the population in the town
[illegible]ts

[illegible]ndustrial,
separate areas

[illegible] know

2.

12. In your opinion, what should be the limit of the population in the Lyons area? (Map B is the Lyons area.)

1- As is (approximately 2500
2- 2,500-5,000
3- 5,001-7,500
4- 7,501-10,000
5- 10,001-12,500
6- 12,501-15,000
7- 15,001-20,000
8- 20,000 or more

B. If Annexations increase the size of the town

1- As is (approximately 1,150)
2- 1,151-3,000
3- 3,001-7,500
4- 7,501-10,000
5- 10,001-12,500
6- 12,501-15,000
7- 15,001-20,000
8- 20,000 or more

the responsibility of the developer

Yes	No
---1---------------	2
---1---------------	2
---1---------------	2
---1---------------	2
------------------	2
------------------	2
------------------	2
------------------	2

[illegible]uld be the best use or [illegible] the land around the [illegible]chool? (Circle no more [illegible]n two numbers.)

1- Residential
2- Commercial
3- Industrial
4- Recreational
5- Public buildings
6- Other (specify) ______

[illegible]rogram to

[illegible] following Lyons issues to you?

Very Important	Somewhat Important
1	2
1	2
1	2
1	2
1	2
1	2
1	2
1	2
1	2
1	2

[illegible]SUES

What type of job opportunities would you like to see increased in the area? (Circle no more than two numbers.)

1- Heavy industry
2- Light industry
3- Construction
4- Tourism
5- Mining
6- Forestry
7- Shops
8- Motels or hotels
9- Other (specify) ______

---

4. What retail shops or services do you think are needed in Lyons?

	Much Needed	Needed	Not Needed
1- Grocery stores	1	2	3
2- Entertainment establishments	1	2	3
3- Medical services	1	2	3
4- Specialty stores	1	2	3
5- Clothing stores	1	2	3
6- Sporting goods establishments	1	2	3
7- Restaurants	1	2	3
8- Convenience restaurants (Burger King, McDonalds, etc.)	1	2	3
9- Motels and hotels	1	2	3
10- Other (specify)		2	3

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14 Determining Community Attitudes: The Survey Task Force

The community survey will provide the foundation for developing sound and acceptable community goals and objectives. Some citizens will not speak out at meetings, but their opinions must be sought in order to establish a broad base of support for the community's action programs.

Many people will form opinions based on incomplete information. When misconceptions are corrected, opinions often change. For this reason *the survey should be carefully timed to follow the preceding study phase.* The results of the survey will be used along with the task force recommendations and input from citizens during the involvement process to forge adoptable community goals.

DEFINITION AND PURPOSE

The survey prepared and conducted by the Survey Task Force will be a comprehensive tool designed to elicit residents' attitudes and values concerning matters of community concern. The survey's primary aim is to assemble a picture of what the community wants in the future, given the potential impact. This will be used to guide future goal setting.

In the smaller communities one survey form will be given to every household in the community. A representative random sample can be used in the larger communities. Additional forms can be made available (see following discussion) if more than one household member wishes to participate.

In addition to obtaining preferences and facts from community members, the survey should be viewed and carried out as a means of achieving citizen participation and increasing communication within the community; the results providing the community with a picture of itself and a basis for discussion of areas of agreement and disagreement.

SURVEY TASK FORCE ORGANIZATION

The task force should meet shortly after the second community meeting. Discuss the philosophy and purpose of the survey, review the tasks it needs to accomplish and particularly what information it should solicit. Divide into work groups corresponding to the major tasks to be done:

- Survey form design and preparation
- Distribution and collection
- Tabulation, analysis, and written report
- Publicity and distribution of results

Because so much printing is involved in the Survey Task Force process, you may want to designate one committee member to coordinate all printing arrangements that will have to be made with the Community Impact Committee printing coordinator.

Prepare a proposed time schedule for the entire survey process. A general time framework for major tasks is as follows:

- Prepare the survey form. Make plans for conducting and tabulating the survey. Generate preliminary publicity about the survey effort.

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- Generate major publicity just prior to distributing the survey forms.
- Distribute and pick up the surveys. Make final tabulation plans.
- Tabulate the surveys and prepare the committee report.
- Distribute the report and present survey results at a community meeting.

The entire task force should meet several times in the process:

- After preliminary efforts to critique the survey form, assess progress, resolve any problems, and coordinate efforts.
- To review the survey results and the written report, and plan for presenting the results at a community meeting.

Checklist for Preliminary Efforts:

____ Resources for printing surveys, maps, and survey reports are committed and available.

____ A system (either computer or hand tabulation) is ready for tabulating and analyzing the survey responses.

____ A sufficient number of people are committed and available to deliver and pick up survey forms so that this phase does not fall into a few persons' laps!

Because survey design, administration, and tabulation is a highly complex process, assistance from professionals experienced in survey work may be desired for some or all aspects of this committee's work.

SURVEY FORM PREPARATION

The survey form should be easy to fill out and as easy as possible to tabulate, and should reflect major areas of community concern. It should be designed to get the information about community attitudes that the community needs to know.

The survey form group meets with all study committees (task forces), local government, and community organizations to assemble a list of questions they want the survey to address.

Develop a preliminary form based on the above input and your own ideas. Eliminate duplication of questions and develop a basic format for the questionnaire.

The following considerations should be the basis of survey design:

- The survey will be a self-administered questionnaire, designed to be delivered to every residence in the community. All directions must be self-explanatory.
- Make questions simple and to the point. All questions should be able to be interpreted the same way by everyone filling out the questionnaire.
- Make the form as short as possible. Include only questions that are relevant and important to the community.
- Use primarily multiple choice or yes/no questions. One or two open-ended questions can be included at the end of the questionnaire

You want as many people as possible to fill out the survey, and for it to stimulate interest in community affairs. Make it interesting and fun to do! Have a "neighbor" distribute them in each area of the community.

- Present the preliminary form to the entire committee. Develop a final form based on their comments.

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- Test the form on a representative group of people. Check for clarity and comprehensiveness of issues covered. Make any revisions necessary and prepare the survey for distribution.

- At this point, the chairman of the Survey Study Committee should meet with the Community Impact Committee and chairmen of the various task forces to brief them on the progress of the survey, and get their endorsement to proceed.

Assure respondents of confidentiality, by means of publicity statements, a note on the survey form, and personal assurance by people delivering the forms. You could provide an envelope for each completed survey or collect them in a ballot-type box if confidentiality appears to be a serious concern.

See Appendix B for a sample survey form. Obtain other samples.

SURVEY ORGANIZATION

How should the survey be organized? You may want volunteers to work as individuals. Or you might assign larger areas to teams of four or five. Choose the plan you think will work best in your community.

Decide on firm dates for distribution and collection, and a central location where people can get and drop off survey forms.

Try to schedule distribution and collection for not more than three days apart -- a week at absolute most -- to ensure maximum possible response.

Provide for checklists to keep track of forms distributed and brought back by the volunteers.

Hold a training session for volunteers who will deliver and pick up survey forms. Be sure to cover:

- Confidentiality -- Volunteers should assure respondents their identities will be kept confidential.

- "What does question 3 mean?" Volunteers should not answer questions about the content of the questionnaires. They should be prepared to answer questions on the purpose of the survey, and decline to answer questions about the form itself.

- Date of delivery and pickup.

- Assignment to areas and/or teams.

- Availability of additional forms.

PUBLICITY

The publicity work group is active throughout the survey process. Probably the major thrust of its efforts occurs just prior to survey distribution, informing the community that the survey will be conducted and creating a favorable climate for maximum participation in filling out the forms.

The sequence of the publicity group's activities is as follows:

- Make a list of all sources to contact to announce the survey prior to delivery and develop a plan for distributing the survey results report.

- Make a major effort to reach everyone in the community -- through local media, fliers, etc. -- to prepare them for survey distribution and develop support for the survey effort. Describe who is conducting the survey, its purpose, and the procedures being used.

- The publicity committee is responsible for distributing the final report. General distribution procedures should be followed.

- Prepare press releases as needed to inform the community about the process of the survey committee as it goes along.

SURVEY DISTRIBUTION AND COLLECTION

The survey distribution and collection group must develop a plan for delivery and pickup of surveys, recruit volunteers to do the legwork, and ensure that every household in the community receives a survey form.

Conduct the following preliminary activities prior to distributing forms:

- Obtain detailed maps of the community and determine the boundary to be included in the survey.
- Divide the community into sections to assign to workers. Clearly define each section's boundary.
- Recruit volunteers to deliver and pickup survey forms. In addition to providing needed legwork, this increases community participation in carrying out the survey study.
- Secure commitments for printing maps.

More than one household member may wish to express their opinions. Have additional forms on hand for them (either with the volunteers or available at a central location). To keep finally-tabulated results on a one-per-household basis, you might specially mark either the forms to be tabulated or the additional forms. Additional comments can then be taken note of without unfairly weighting tabulated results.

Carry out the study with enthusiasm and due concern for making sure all details are attended to and everyone stays on schedule.

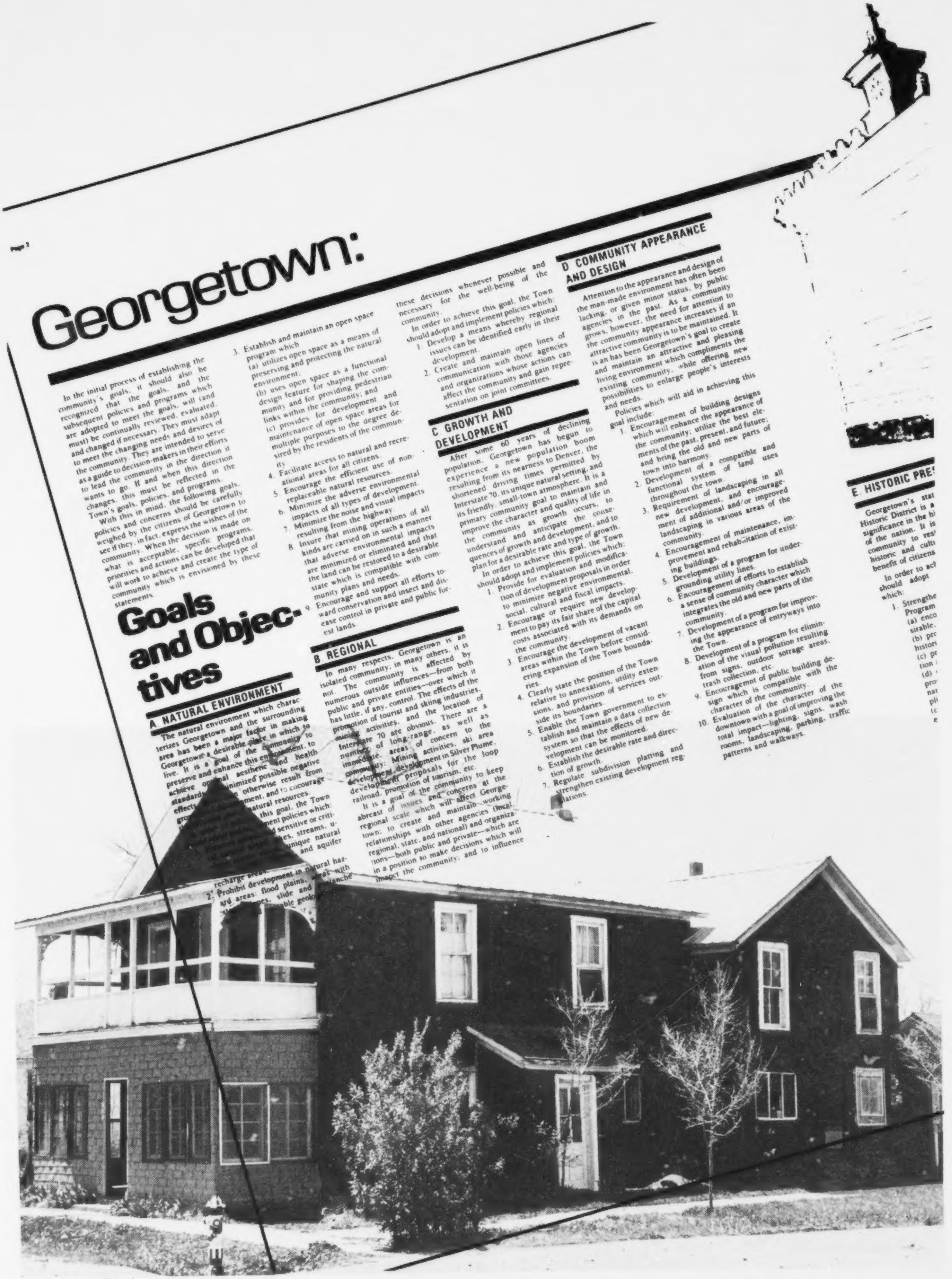
- Distribute the survey forms to the volunteers, keeping a record of the number given to each volunteer or team corresponding to assigned households.
- The volunteers deliver and later pickup the forms and deposit them at a central collection point. Make a record of the number returned by each volunteer.

TABULATION AND REPORT

Obtain the assistance of a computer and computer programmer for tabulating the survey. If such resources are unavailable, develop a hand tabulation plan. Organize the results on a question-by-question basis.

- Conduct a training session on survey tabulation and analysis and develop final plans for the written report.
- Prepare the completed questionnaire for tabulation, get the results, and write a preliminary report.
- Meet with the entire committee to review the report, make any changes deemed necessary, and get their endorsement to go ahead. Plan your presentation for the community meeting. Do you want graphic display? What should be highlighted? Who will present the report?
- The final report is prepared. The publicity group handles distribution.
- The survey committee presents the final report at a general community meeting.

Be prepared to discuss the survey at the goal setting session, with particular emphasis on utilizing the results in the process of formulating community goals. (Refer to Chapter 15 in this Part II, "Forging Community Goals.")



Page 2

Georgetown:

In the initial process of establishing the community's goals, it should also be recognized that the goals, and the subsequent policies and programs which are adopted to meet the goals, will (and must) be continually reviewed, evaluated, and changed if necessary. They must adapt to meet the changing needs and desires of the community. They are intended to serve as a guide to decision-makers in their efforts to lead the community in the direction it wants to go. If and when this direction changes, this must be reflected in the Town's goals, policies, and programs.

With this in mind, the following goals, policies and concerns should be carefully weighed by the citizens of Georgetown to see if they, in fact, express the wishes of the community. When the decision is made on what is acceptable, specific programs, priorities and actions can be developed that will work to achieve and create the type of community which is envisioned by these statements.

Goals and Objectives

A. NATURAL ENVIRONMENT

The natural environment which characterizes Georgetown and the surrounding area has been a major factor in making Georgetown a desirable place in which to live. It is a goal of the community to preserve and enhance this environment, to achieve optimal aesthetic and health standards, [illegible] minimized possible negative effects [illegible] otherwise result from gro[illegible]ment, and to encourage [illegible] natural resources. [illegible] this goal, the Town [illegible]ment policies which: [illegible] sensitive or criti[illegible]es, streams, u[illegible]nique natural [illegible] and aquifer recharge areas.

2. Prohibit development in natural hazard areas: flood plains, [illegible] with [illegible]anche [illegible] slide and [illegible]ble geolo[illegible]

3. Establish and maintain an open space program which
   (a) utilizes open space as a means of preserving and protecting the natural environment;
   (b) uses open space as a functional design feature for shaping the community and for providing pedestrian links within the community; and
   (c) provides for development and maintenance of open space areas for multiple purposes to the degree desired by the residents of the community.
4. Facilitate access to natural and recreational areas for all citizens.
5. Encourage the efficient use of non-replaceable natural resources.
6. Minimize the adverse environmental impacts of all types of development.
7. Minimize the noise and visual impacts resulting from the highway.
8. Insure that mining operations of all kinds are carried on in such a manner that adverse environmental impacts are minimized or eliminated and that the land can be restored to a desirable state which is compatible with community plans and needs.
9. Encourage and support all efforts toward conservation and insect and disease control in private and public forest lands.

B. REGIONAL

In many respects, Georgetown is an isolated community; in many others, it is not. The community is affected by numerous outside influences—from both public and private entities—over which it has little, if any, control. The effects of the promotion of tourist and skiing industries, and the location of mining activities, and the Interstate 70 are obvious. There are a number of long-range, as well as immediate, areas of concern to the community: Mining activities, ski area development, development in Silver Plume, development proposals for the loop railroad, promotion of tourism, etc.

It is a goal of the community to keep abreast of issues and concerns at the regional scale which will affect Georgetown; to create and maintain working relationships with other agencies (local, regional, state, and national) and organizations—both public and private—which are in a position to make decisions which will impact the community, and to influence these decisions whenever possible and necessary for the well-being of the community.

In order to achieve this goal, the Town should adopt and implement policies which:

1. Develop a means whereby regional issues can be identified early in their development.
2. Create and maintain open lines of communication with those agencies and organizations whose actions can affect the community and gain representation on joint committees.

C. GROWTH AND DEVELOPMENT

After some 60 years of declining population, Georgetown has begun to experience a new population boom resulting from its nearness to Denver, the shortened driving times permitted by Interstate 70, its unique natural setting, and its friendly, small-town atmosphere. It is a primary community goal to maintain and improve the character and quality of life in the community as growth occurs, to understand and anticipate the consequences of growth and development, and to plan for a desirable rate and type of growth.

In order to achieve this goal, the Town should adopt and implement policies which:

1. Provide for evaluation and modification of development proposals in order to minimize negative environmental, social, cultural and fiscal impacts.
2. Encourage or require new development to pay its fair share of the capital costs associated with its demands on the community.
3. Encourage the development of vacant areas within the Town before considering expansion of the Town boundaries.
4. Clearly state the position of the Town relative to annexations, utility extensions, and provision of services outside its boundaries.
5. Enable the Town government to establish and maintain a data collection system so that the effects of new development can be monitored.
6. Establish the desirable rate and direction of growth.
7. Regulate subdivision platting and strengthen existing development regulations.

D. COMMUNITY APPEARANCE AND DESIGN

Attention to the appearance and design of the man-made environment has often been lacking, or given minor status, by public agencies in the past. As a community grows, however, the need for attention to the community appearance increases if an attractive community is to be maintained. It is an has been Georgetown's goal to create and maintain an attractive and pleasing living environment which compliments the existing community, while offering new possibilities to enlarge people's interests and needs.

Policies which will aid in achieving this goal include:

1. Encouragement of building designs which will enhance the appearance of the community; utilize the best elements of the past, present, and future; and bring the old and new parts of town into harmony.
2. Development of a compatible and functional system of land uses throughout the town.
3. Requirement of landscaping in all new development, and encouragement of additional and/or improved landscaping in various areas of the community.
4. Encouragement of maintenance, improvement and rehabilitation of existing buildings.
5. Development of a program for undergrounding utility lines.
6. Encouragement of efforts to establish a sense of community character which integrates the old and new parts of the community.
7. Development of a program for improving the appearance of entryways into the Town.
8. Development of a program for elimination of the visual pollution resulting from signs, outdoor sotrage areas, trash collection, etc.
9. Encouragemnt of public building design which is compatible with the character of the community.
10. Evaluation of the character of the downtown with a goal of improving the total impact—lighting, signs, wash rooms, landscaping, parking, traffic patterns and walkways.

E. HISTORIC PRES

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15 Forging Community Goals

Formulating community goals will be an accumulative process, beginning with the task forces' preliminary goal statements and culminating in the whole-community session for formulating and adopting community goals.

Community goals should be understood to be statements that commit the community to a direction of decision making and action. Therefore, it is important that the community be informed, and discuss and endorse the goal statements in a general community meeting. Follow-up endorsements by the local government body and community organizations should also be obtained.

Community goal statements should be developed for the community in general and on a more detailed level for each specific area of community life. (See Appendix C for examples of general and specific community goal statements.)

PREPARATION

While all aspects of the community study process should be fully publicized, a special publicity effort is needed in preparation for setting community goals. The purpose of goal setting, the use of goals in future community planning, and the proposed process for arriving at the recommended goals, should be thoroughly discussed through both formal and informal means.

Compile all the goal statements recommended by the individual task forces and distribute them to the community prior to the meeting for adopting recommended goals.

THE GOAL SETTING SESSION

The goal setting session may be a series of weekly meetings, an intensive weekend meeting, or possibly a single evening session, if you anticipate few snags and general agreement on previous task force recommendations. It is wise to be prepared for lengthy discussion, so that everyone participating can feel satisfied with their input into the adopted set of goals.

The outcome of the community goal setting session will be a finalized set of recommended community goals, endorsed by the community as a whole.

In addition to prior distribution of the task force recommended goals, at the goal setting session, have each goal statement graphically printed and displayed on the walls.

A useful technique is to provide blank sheets of paper along with the displayed goal statements so less vocal members of the community can make use of this means to provide their input on the recommended goals.

A typical agenda for the goal setting session is as follows:

- The chairman of the Community Impact Committee opens the meeting and announces its purpose and agenda.
- Each task force gives a brief summary report. The Impact Committee should go first, followed by the Survey Task Force, and then the other task force groups. These reports should make use of graphic materials and emphasize the problems and opportunities identified by the study process. Reports should not exceed five minutes each.
- Divide the assembly into small discussion groups and assign each group specific recommended goal statements to review and discuss. A member of each study committee should be represented in each

- small group. Each group should make additions, deletions, or revisions for its set of goal statements. The process culminates in each group presenting the assembly its recommended set of goals.
- The general assembly should reconvene and discuss, and vote on the adoption or rejection of each set of community goals, i.e., government, education, housing.
- The next steps and actions of the Community Impact Committee should be announced and discussed. Meeting adjourned.

GOALS, PUBLICITY AND GOVERNMENT ADOPTION

Following the community goal formulation session, print and reproduce the approved and adopted recommended community goals and include them in the composite report. Distribute the report to study committee members, local news media, local government officials, and community organizations.

Bear in mind that these are not final, but recommended goals.

Following their adoption by the community, the Community Impact Committee needs to present them to local government and community organizations, and work to secure their endorsement and adoption of the recommended goals. Give particular attention to seeking adoption by the Town Council and the local Planning Commission. Full participation of government and community organizations in the prior study and goal setting process will make it all that much easier to secure their support. Their agreement with the community's recommendations is essential to bring about future policies and decisions in line with the community goals.

Appendices : Part II

APPENDIX A

TASK FORCE STUDY OUTLINES

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GOVERNMENT RESOURCES AND SERVICES
TASK FORCE

CONDUCT AN INVENTORY OF THE CURRENT SITUATION WHICH WOULD INCLUDE AT LEAST THE FOLLOWING ELEMENTS:

- Current tax and revenue sources of local governments
- Projected tax base and revenue sources
- Intergovernmental relations
- Local codes and programs
- Local government personnel and organization
- Citizen groups
- Public facilities and services; e.g., community buildings, schools, parks and recreation, libraries, medical, police and fire protection, solid waste, airports, streets, etc.
- Utilities, e.g., water, sewer and storm drainage capacities

Note: Include input from "land use" and "community resources and services" task force.

EVALUATE TRENDS AND POTENTIAL IMPACTS

- Examine recent trends and actions.
- Determine potential impacts from development, both directly from energy activities and indirectly from population growth associated with energy development.

DETERMINE ISSUES RELATED TO GOVERNMENT WHICH INCLUDE AT LEAST THE FOLLOWING:

- What are the major sources of local government taxes and revenues?
- What are the current and projected administrative costs of local government?
- Are the tax base and sources of local government revenues increasing or declining?
- To what extent are taxes and sources of government revenues proportionate to the demand for facilities and service both now and projected into the future?
- What does the picture of local government financial resources versus expenditures look like for the near future?
- Under state laws are all sources available to the local government being utilized, e.g., sales tax?
- Are public facilities presently adequate? Will they be with growth?

- What area can the utilities sytems serve efficiently? Economically?
- Are utilities adequate to meet future community needs?
- Are local codes and regulations adequate to meet future needs?
- Is there cooperation among local government units, counties, the state, the federal government and special districts?
- Could local residents be given a more meaningful role in the decision making process?
- Is local government structured, organized and staffed to meet current and future problems?

Note: Input from other task forces is essential for this group to do its job.

DEVELOP PRELIMINARY GOALS AND POLICIES, BASED ON THE INVENTORY, COMMUNITY NEEDS AND TRENDS WHICH:

- Encourage cooperation among other government bodies.
- Encourage meaningful citizen involvement.
- Maintain maximum local control over revenue sources.
- Improve the capacity of local government to control development impacts
- Assure adequate revenue to support local government needs.
- Encourage efficient provision and delivery of public services.
- Recommend development of a capital improvements program.
- Establish government spending priorities

DEVELOP A REPORT ON GOVERNMENT PROBLEMS AND NEEDS RELATING TO THE GOALS AND POLICIES

ESTABLISH LIAISONS WITH OTHER GOVERNMENTS AND DISTRICTS

PRODUCE LIST OF AVAILABLE RESOURCES AND FUNDS

DEVELOP MAPS OF WATER, SEWER AND STORM SEWER LINES, INCLUDING SIZES, AND PLANNED OR NEEDED EXTENSIONS, AND PROPOSED SERVICE AREAS

RESOURCES

- Federal Agencies
  - Farmers Home Administration
  - Department of Housing and Urban Development
  - Economic Development Administration
- State agencies

- Regional organizations
- County Governments
- Special Districts
- University departments and research bureaus
- Studies
- Observation

LAND USE TASK FORCE

Note: This task force may be divided into a number of sub-task forces if necessary. Information from other task forces should be used by this task force to function efficiently.

CONDUCT AN INVENTORY OF THE CURRENT SITUATION INCLUDING, BUT NOT LIMITED TO THE FOLLOWING ELEMENTS:

- Commercial areas, including floor area, uses by zone, vacant land and buildings, building condition, retail sales trends, property tax, architecture, circulation, downtown versus other commercial areas, etc.
- Industrial areas, including employment, land uses, vacant land, etc.
- Parks, recreation, and open space including area, facilities, use by type of group, location (with input from "natural environment and resources" task force and "community resources and services task force)."
- Other public or semi-public areas including public buildings, schools, churches, etc.
- Residential land use, including delineation of neighborhoods (if applicable), land use including vacant land,(with input from "housing" task force).

EVALUATE TRENDSAND POTENTIAL DEVELOPMENT IMPACTS

- Recent activity relating to business and industrial expansion and location.
- Impact of energy and related development upon land use.

EVALUATE ISSUESRELATING TO LAND USE

- Are towncodes and policies adequate to meet future needs? Are other development controls necessary, i.e., landscape guidelines, sign codes, dedication policies, etc.?
- Are commercial areas adequate in size and location to serve the community?
- How can the downtown be preserved and enhanced?
- How muchindustrial land is needed and where should it be located?
- What undesirable external impacts are created by industry?
- What park, open space, and recreation resources are needed?
- How can residential neighborhoods be improved?

DEVELOP MAPS OF PRESENT LAND USE

DEVELOP PRELIMINARY GOALS AND POLICIES WHICH WILL:

- Promote a desirable living environment.
- Promote shopping areas that serve community needs.
- Encourage the development of the downtown.
- Assure that commercial and industrial areas are attractive and are compatible with surrounding land uses.
- Provide space for land uses that conform to community goals.
- Encourage development of adequate parks, open space and recreation resources

DEVELOP REPORTS OF LAND USES AS TO PRESENT LAND USES, LOCATION, VACANT LAND AND LAND NEEDED AT VARIOUS POPULATION LEVELS RELATIVE TO GOALS AND POLICIES

RESOURCES

- Federal - Department of Housing and Urban Development
- State agencies
- Local
  - Building and Planning Departments
  - Chamber of Commerce
- Other
  - American Institute of Planners
  - American Society of Planning Officials
  - Association of Commerce and Industry
  - Universities
- Studies
  - Local surveys (utilize high school and college students if available)
  - Old West and Four Corners Regional Commission studies
  - Multi-state planning studies
  - Regional studies

HOUSING TASK FORCE

CONDUCT AN INVENTORY OF THE CURRENT SITUATION INCLUDING, BUT NOT LIMITED TO:

- Number and types of standard and sub-standard residential units in the community
- Land area occupied by housing
- Vacancy rate
- Number, types, and location of residential units constructed in the past five years
- Current prices of homes for sale and rental units
- Sources and availability of residential financing
- Vacant city land zoned for residential use
- Housing needs of all segments of the community

Note: Information for this task force may be developed in conjunction with the "land use" task force

EVALUATE TRENDS AND POTENTIAL IMPACTS

- Has housing quality generally improved in recent years?
- Has housing supply kept up with demand?
- Is there adequate supply of housing to meet impacts of development, both caused by temporary construction workers, permanent operational employees and service workers?

EXAMINE ISSUES RELATED TO HOUSING INCLUDING, BUT NOT LIMITED TO THE FOLLOWING:

- What is the condition of the current housing stock in the community?
- What are the major housing needs or problems?
- In the future, how many and what types of residential units should be constructed?
- Do residential units need remodeling and improvements?
- How much temporary housing should be provided and where should it be located?
- Are there adequate controls over mobile homes?
- What sources of funding exist for new and older residential units?
- How and where should elderly housing be provided?
- How and where should low income housing be provided?

DEVELOP MAPS SHOWING HOUSING QUALITY, HOUSING TYPES AND VACANCIES

DEVELOP PRELIMINARY GOALS AND POLICIES BASED ON THE INVENTORY, ISSUES AND COMMUNITY NEEDS WHICH WILL:

- Encourage the conservation and improvement of the current housing stock in the community.
- Provide for the future development of adequate housing in keeping with the financial resources of community residents.
- Provide neighborhood identification.
- Provide a balance of housing types.
- Encourage innovative housing design.
- Encourage energy conservation and efficiency.

WRITE A REPORT DESCRIBING EXISTING HOUSING TYPES, NUMBER, QUALITY, NEW TYPES OF HOUSING NEEDED, ISSUES AND RECOMMENDATIONS RELATED TO GOALS AND POLICIES

RESOURCES

- Federal
  - Department of Housing and Urban Development
  - Bureau of the Census
  - Farmers Home Administration
- State agencies
- County - Building Department and extension service
- Local
  - Builders, realtors, banks
  - City Building Department
  - Surveys (College and high school students should be utlized)
- Other
  - Urban Land Institute
  - American Society of Planning Officials
  - Universities
- Studies
  - Consultants' reports and energy company impact analyses
  - Regional planning studies

TRANSPORTATION AND CIRCULATION TASK FORCE

CONDUCT AN INVENTORY OF THE CURRENT SITUATION, INCLUDING AT LEAST THE FOLLOWING ELEMENTS:

- Federal, state and local roads in the region, including size, function, carrying capacity, conditions and hazards.
- Other modes of transportation, i.e., railroads, airports, bus routes, sidewalks, paths, bike paths, horse trails, etc.
- Future transportation plans of federal government, the state, regional agencies and counties.
- Sources of transportation revenues.
- Number of parking spaces and location.
- Local construction and maintenance programs.

EVALUATE TRENDS AND IMPACTS

- Have roads been of adequate capacity and condition?
- What changes and trends have occurred relative to transportation needs?
- What impacts would large scale development have upon transportation facilities and routes?

EXAMINE ISSUES RELATED TO TRANSPORTATION, INCLUDING BUT NOT LIMITED TO THE FOLLOWING:

- Are roads in the area capable of serving future demand?
- Are roads in adequate condition?
- Do plans of other agencies conform to local plans?
- Are there traffic hazards, e.g., dangerous intersections, railroad crossings, etc.?
- Are there transportation needs for special populations, e.g., elderly, handicapped or youth?
- What public transportation needs exist?
- What types and sizes of streets are desirable for newly developing areas?
- How could pedestrian access be encouraged?

DEVELOP MAPS DESCRIBING VARIOUS MODES OF TRANSPORTATION, INCLUDING CAPACITIES, TRAFFIC COUNTS, AND LOCATIONS OF PLANNED/NEEDED IMPROVEMENT

DEVELOP PRELIMINARY GOALS AND POLICIES, BASED ON THE INVENTORY, ISSUES AND COMMUNITY NEEDS WHICH WILL:

- Insure adequate capacity of roads.
- Avoid conflicts among various transportation modes.
- Encourage development of alternative forms of transportation, e.g., public transportation, bikeways, and pedestrian ways.
- Assure safety and adequate maintenance of roads.
- Serve the needs of all segments of the population.

WRITE A REPORT WHICH DESCRIBES PROBLEMS, ISSUES AND AREAS NEEDING IMPROVEMENT RELATIVE TO THE GOALS AND POLICIES

RESOURCES

- Federal - Department of Transportation
- State Agencies
- Regional Agencies
- County - Transportation and Planning Departments
- Local Governments
- Local Surveys (Utilize college and high school students)
- Universities
- Studies
    - Regional planning programs
    - Multi-state planning studies
    - Old West and Four Corners Regional Commission sponsored studies

NATURAL ENVIRONMENT AND RESOURCES
TASK FORCE

CONDUCT AN INVENTORY OF THE CURRENT SITUATION, INCLUDING AT LEAST THE FOLLOWING ELEMENTS:

- Agricultural resources
- Mineral resources
- Natural hazard areas
- Water resources, quality and drainage areas
- Scenic views and settings
- Wildlife habitats
- Soils
- Vegetation
- Topography

EVALUATE TRENDS AND POTENTIAL IMPACTS

- Determine what has been occurring with respect to the natural environment -- areas being lost to development, preservation actions, current problems, etc.
- Determine potential impacts from proposed development upon the environment, both directly from the energy development and indirectly from population growth.

DETERMINE ISSUES THAT DESCRIBE PRESENT PROBLEMS, POTENTIAL IMPACTS AND DESIRABLE FUTURE COURSES OF ACTION WHICH INCLUDE AT LEAST THE FOLLOWING:

- What is the nature of the natural environment in which your community is located? (Soil types, topography, climate, water resources, and quality, etc.)
- Does your community have any natural advantages such as wildlife habitats, rivers and streams, trees, historical sites, scenic views, open space, prime agriculture land, etc. that should be preserved or enhanced?
- Are there natural conditions such as unstable soil, high water tables, mineral resource areas, natural hazard areas (flood plains, slopes, areas susceptible to subsidence, etc.) that should be avoided?
- If future development is to occur, where should this take place to avoid hazard areas and natural areas that should be preserved?
- What laws, policies and programs does the community have related to the natural environment and resources?

DEVELOP A BASE MAP OF YOUR COMMUNITY WITH OVERLAYS SHOWING THE DISTRIBUTION OF THE VARIOUS NATURAL ENVIRONMENT FEAUTURES, RESOURCES AND HAZARDOUS AREAS

WRITE A NARRATIVE DESCRIBING THE DETAILS OF ENVIRONMENT FEATURES, RESOURCES AND HAZARDS IN YOUR COMMUNITY THAT ARE OF PRIMARY CONCERN, AND RECOMMENDED COURSES OF ACTION IN THESE AREAS RELATED TO THE GOALS AND POLICIES

DEVELOP PRELIMINARY GOALS AND POLICIES BASED ON THE INVENTORY AND COMMUNITY NEEDS WHICH WILL:

- Protect unique, sensitive and critical natural areas
- Minimize adverse environmental impacts of all types of development
- Encourage efficient use of non-renewable resources
- Avoid development in areas of natural hazards

RESOURCES

- Federal agencies, e.g., U.S. Geological Survey, Soil Conservation Service, Environmental Protection Agency, Energy Research and Development Association, Department of Housing and Urban Development, Bureau of Outdoor Recreation and the Federal Energy Administration
- State agencies
- Regional planning programs
- County Extension Services
- Universities
- Environmental organizations
- Observation
- Studies
  - Multi-State planning programs
  - Old West and Four Corners Regional Commissions
  - 208 waste water programs
  - Transportation studies
  - Consultants' reports and energy company's impact analyses

COMMUNITY CHARACTER AND DEVELOPMENT
TASK FORCE

CONDUCT AN INVENTORY OF THE CURRENT SITUATION INCLUDING AT LEAST THE FOLLOWING ELEMENTS:

- Population and historical development of the community, including population, income, age and sex characteristics, etc.
- Physical character of the man-made community; buildings, roads, parks, etc.
- Unique community characteristics; such as, historical sites, building styles, and local traditions
- Patterns of physical community growth, including subdivision activity, building permits, and annexations

EVALUATE TRENDS AND POTENTIAL IMPACTS

- Population trends and changes
- What potential impacts would new development have on the character of the community?
- What development trends have occurred; i.e., location of building activity, styles, types, etc.?
- Has development been in harmony with town character; i.e., design and architecture?

EXAMINE ISSUES RELATED TO COMMUNITY CHARACTER, INCLUDING, BUT NOT LIMITED TO, THE FOLLOWING:

- What are the distinctive physical and human features of your community?
- What physical and human features of your community should be preserved or enhanced; i.e., smallness, neighborliness, historic sites, architecture?
- Where and how should future physical development occur and how should the new growth be related to the present community; i.e., renovation, redevelopment, areas to be "filled-in," annexation, etc.?
- What should be the character (style) of future physical development?
- What laws, policies and programs related to community development does the community have? Are they adequate?

  Note: Include information from the "natural environment and resources," "housing," and "land use" task forces

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DEVELOP A MAP OF THE COMMUNITY SHOWING PATTERNS OF PHYSICAL GROWTH AND EXPANSION OVER THE YEARS

DEVELOP PRELIMINARY GOALS AND POLICIES BASED ON THE INVENTORY AND ISSUES AND COMMUNITY NEEDS WHICH:

- Protect or enhance past and present human and physical characteristics and traditions.
- Guide the orderly and systematic physical growth of the community, i.e, contiguous growth, annexation policy, extension of services, etc.
- Establish the desirable direction of growth.
- Encourage or require new growth to pay its fair share of new public facility costs.

WRITE A BRIEF HISTORY OF YOUR COMMUNITY, DESCRIBING BOTH ITS PEOPLE AND PHYSICAL CHARACTERISTICS OVER THE YEARS

DEVELOP A SLIDE SHOW OF COMMUNITY CHARACTER, HISTORY AND TRENDS

ILLUSTRATE THROUGH PHOTOS AND/OR SKETCHES THE COMMUNITY'S BUILDING STYLES, AND AREAS TO BE PRESERVED AND ENHANCED

WRITE A REPORT WHICH EXAMINES VARIOUS GROWTH AND DEVELOPMENT ALTERNATIVES RELATED TO THE GOALS AND POLICIES (WITH INPUT FROM OTHER TASK FORCES)

RESOURCES

- Federal - Department of Housing and Urban Development
- State Agencies
- Local
  - Library
  - Observation
- County - Planning and Building Departments
- City - Planning and Building Departments
- University, college classes
- Organizations
  - Urban Land Institute
  - American Institute of Planners
  - American Society of Planning Officials
  - Universities

- Studies
  - 208 waste water programs
  - Transportation studies
  - Regional planning programs
  - Multi-state planning studies
  - Local (Utilize college and high school students)

COMMUNITY RESOURCES AND SERVICES TASK FORCE

CONDUCT AN INVENTORY OF THE CURRENT SITUATION, INCLUDING AT LEAST THE FOLLOWING ELEMENTS:

- Civic and community organizations, including: welfare agencies, social service agencies, public, private and voluntary health service organizations, counselling, mental health and referral services.
- Public and private schools and education programs.
- Cultural and recreational programs (input from "land use" task force)."
- Health, welfare, recreational and special needs, especially related to specific populations such as the elderly, youth, handicapped and the disadvantaged.
- Major sources of funding for organizations and programs.
- Local government role in providing human services.

EVALUATE TRENDS AND POTENTIAL IMPACTS OF LARGE SCALE DEVELOPMENT

- What recent developments and needs affecting community resources and services have occurred?
- What impacts would energy and related development have upon these resources and services?

EVALUATE ISSUES WHICH RELATE TO THE PROVISION OF COMMUNITY RESOURCES AND SERVICES

- To what extent are the health, welfare, cultural, educational and recreational needs of the community being met?
- To what extent is there duplication or lack of coordination among the various community resources and service agencies?
- What role should local government have in planning and/or coordinating these programs and services?

DEVELOP PRELIMINARY GOALS BASED ON THE INVENTORY, ISSUES AND COMMUNITY NEEDS WHICH:

- Develop social, cultural, educational, recreational and other human resources.
- Provide services and programs for needs of special populations such as the elderly, youth, handicapped and the disadvantaged.
- Encourage cooperation of government and private agencies in the provision of needed human services.

DEVELOP A DIRECTORY OF ALL EXISTING HEALTH, WELFARE, SOCIAL, EDUCATIONAL, CULTURAL AND RECREATIONAL ORGANIZATIONS AND AGENCIES IN YOUR COMMUNITY, PROVIDING THEIR NAMES, ADDRESSES, PHONE NUMBERS, SERVICES RENDERED AND SOURCES OF FUNDING, INCLUDING LOCATION MAPS

WRITE A DESCRIPTION OF THE CURRENT STATUS OF SERVICES AND HUMAN NEEDS IN THE COMMUNITY RELATIVE TO THE GOALS AND POLICIES

RESOURCES

- Federal
  - Department of Housing and Urban Development
  - Department of Health, Education and Welfare
- State agencies
- Regional planning programs
- County Health Departments
- Private and Voluntary organizations
- Survey of local agencies/programs
- Studies of human resources/needs
  - Multi-state planning projects
  - Old West and Four Corners Regional Commissions
  - Consultants' reports and energy company impact analyses
  - Universities

ECONOMY AND EMPLOYMENT
TASK FORCE

CONDUCT AN INVENTORY OF THE CURRENT SITUATION; ELEMENTS SHOULD AT LEAST INCLUDE:

- Number and types of industries, and number of employees for each type.
- Number and types of wholesale and retail businesses, and number of employees for each type.
- Number, types and employees of ranches and agricultural enterprises.
- Number and types of governmental services and number of employees.
- Number and types of professional and service people (architects, doctors, lawyers).
- Number and skills of unemployed people in the community.
- Number of regional high school students and young adults.
- Number and types of welfare cases in the community.
- Per capita and median family income.
- Income distribution.
- Wage levels for major industries.

EVALUATE TRENDS AND POTENTIAL IMPACTS

- Determine what trends and patterns have developed; have there been major employment shifts? Have new industries come into the area?
- Analyze what impacts major development have upon existing employment characteristics and employees.

DETERMINE ISSUES RELATED TO THE ECONOMY AND EMPLOYMENT WHICH AT LEAST DEAL WITH THE FOLLOWING:

- What are the major employment opportunities in the community (agriculture, tourism, mining, manufacturing, government, etc.)?
- Does the community have a secure economy, offering sufficient employment opportunities to its population; i.e., women, the young and elderly? Is it subject to large swings?
- If there is unemployment or underemployment; why is this the case?
- Are there people leaving or coming to the community for economic reasons? If so, why? Where have recent high school graduates gone? Would they have stayed if jobs existed?

- What are realistic opportunities to change the economic base based on resources, location, transportation, labor pool, etc.?
- What economic opportunities exist in the community that are not being realized?
- What kinds of jobs and/or training is needed in the community to more fully utilize opportunities that may develop as a result of the energy development?
- Does the community want to promote additional economic growth?
- How do local codes, taxes and policies affect the local economy and employment?

DEVELOP PRELIMINARY GOALS AND POLICIES BASED UPON THE INVENTORY, TRENDS, AND ISSUES WHICH WILL:

- Protect and enhance the economic stability of the community.
- Provide for long range economic security for the community's entire population.
- Provide adequate employment opportunities for all segments of the population.
- Meet the needs of the disadvantaged.

DEVELOP A REPORT INCLUDING CHARTS AND GRAPHS WHICH DEAL WITH ECONOMIC NEEDS AND GOALS

RESOURCES

- Federal - U.S. Department of Labor
  - U.S. Department of Commerce, Bureau of the Census
- State - Division of Employment/Labor
  - Department of Revenue
- County - Extension Office
  - Welfare Department
- Local - Chamber of Commerce
  - School Districts
- Other - University Department and Research Bureaus,
  - Surveys by high school students (college students, too)
  - Regional Planning Programs
  - Multi-State Planning Projects
  - Consultant's reports and impact analyses

APPENDIX B

SAMPLE SURVEY QUESTIONNAIRE

QUESTIONNAIRE INSTRUCTIONS

The questionnaire you are about to fill out is a residence (household) survey. Every residential unit in the Lyons area has received one copy to be completed by an adult member of the household.

Please respond to the questions by either circling the number provided in the question response, or filling in the appropriate blanks. Some questions ask for one answer and other questions need multiple responses. Unless a multiple response is asked for in a question, only circle one answer. Read each question carefully and note the response categories before you begin your writing. Please be as complete and accurate as possible in your responses to assure a proper analysis of this survey form. Additional statements regarding your views on issues pertaining to Lyons will be greatly appreciated. Space has been provided at the end of the questionnaire for this purpose.

REMEMBER, DO NOT SIGN YOUR NAME TO THIS QUESTIONNAIRE. On most pages of the questionnaire, questions appear on both the left hand and the right hand sides of the page. Please follow the question numbers so that you do not miss any questions.

Some of the questions will refer you to maps. These maps are on separate pages at the back of the questionnaire and are labled Map A and Map B for reference to the questions they are needed for.

The Town of Lyons

Lyons, Colorado 80540

Dear Lyons Area Resident:

This questionnaire has been developed by the Town Council and the Town Planning Commission of Lyons with the cooperation and assistance from community groups and individuals. The purpose of the survey is to provide information for planning and program decision-making by the Town and various community organizations in the future.

Information from residents of our area is vital to a good planning program and to assist public and private decision-makers in developing programs that may have the greatest benefit for the community. Your assistance in filling out this questionnaire is very important to assure the success of the survey. No one will know who answered the following questions. Our intention is simply to get accurate information on the facts and opinions of the total population of the Lyons area. Each household in the area is being given the survey.

Please answer all questions as best you can. There may be some questions which you feel are too personal and you may prefer not to answer them. However, it is hoped that you will cooperate as fully as possible since the final results depend upon people like yourself.

DO NOT SIGN YOUR NAME TO THIS QUESTIONNAIRE. After completing the questionnaire, put it in the furnished envelope and seal it. The completed questionnaire should then be held for pick up as per additional instructions.

Thank you very much for your cooperation.

Sincerely,

Lynn Brueback

Lynn Brueback, Chairman of the Planning
Committee, Town Council

Vaughn L. Carter

Vaughn L. Carter, Mayor
Town of Lyons

PART I: HOW YOU VIEW YOUR TOWN

1. What are the best aspects of day-to-day life in Lyons for you? (Circle no more than two numbers.)

   1- Its location
   2- Its size
   3- Climate
   4- Economic aspects
   5- Friends and neighbors
   6- All of the above
   7- Other (specify) ____________________
   ____

2. What is the single most important thing that would make living in Lyons better for you? (Circle one.)

   1- More job opportunities
   2- More recreational facilities
   3- Better schools
   4- More growth
   5- Less growth
   6- More health care facilities
   7- Child day care facilities
   8- More shopping facilities
   9- Other (specify) ____________________
   ____

3. What could happen in Lyons that could make living here worse for you? (Circle only one number.)

   1- Decrease in population
   2- Increase in population
   3- Reduction in quality of public utilities
   4- Increase in costs of public utilities
   5- Less commercial activity
   6- More commercial activity
   7- Industry moving to town
   8- Less tourists in town
   9- More tourists in town
   10- Other (specify) ________________
   ____

4. How do you rate Lyons as a place to live? (Circle only one number.)

   1- Excellent
   2- Good
   3- Fair
   4- Poor

5. How important do you think it is for Lyons to grow?

   1- Very important
   2- Fairly important
   3- Not important
   4- Don't want it to grow

6. How important do you feel it is for you to know what is happening in Lyons?

   1- Very important
   2- Somewhat important
   3- Not important

7. Do you feel adequately informed about what is happening in Lyons?

   1- Yes
   2- No
   3- Don't care

8. How important do you think the idea of public community meetings is for Lyons?

   1- Very important
   2- Fairly important
   3- Not important

9. Thinking of the problems in the Lyons area that are important to you, do you think your town officials really do the things you want?

   1- On most problems
   2- On some problems
   3- On no problems
   4- No opinion
   5- Other (specify) ______________

10. Thinking of the problems in the Lyons area that are important to you do you think your school officials really do the things you want?

   1- On most problems
   2- On some problems
   3- On no problems
   4- No opinion
   5- Other (specify) ______________

11. Thinking of the problems in the Lyons area that are important to you, do you think your county officials really do the things you want ?

1- On most problems
2- On some problems
3- On no problems
4- No opinion
5- Other (specify) ______________
____

12. In your opinion, what should be the limit of the population in the Lyons area? (Map B is the Lyons area.)

1- As is (approximately 2500
2- 2,500-5,000
3- 5,001-7,500
4- 7,501-10,000
5- 10,001-12,500
6- 12,501-15,000
7- 15,001-20,000
8- 20,000 or more

13. In your opinion what should be the limit of the population in the town of Lyons?

A. Within the present town limits

1- As is (approximately 1,150)
2- 1,151-3,000
3- 3,001-7,500
4- 7,501-10,000
5-10,001-12,500
6- 12,501-15,000
7- 15,001-20,000
8- 20,000 or more

B. If Annexations increase the size of the town

1- As is (approximately 1,150)
2- 1,151-3,000
3- 3,001-7,500
4- 7,501-10,000
5- 10,001-12,500
6- 12,501-15,000
7- 15,001-20,000
8- 20,000 or more

14. If growth is to occur, do you feel it is the responsibility of the developer to take on the burden of:

	Yes	No
1- Utilities Extension (water, sewer, etc.)	1	2
2- Utility Plant improvements	1	2
3- New water rights	1	2
4- Open space	1	2
5- Streets	1	2
6- Capital improvements	1	2
7- Landscaping	1	2

15. Should there be regulations on buildings developed in areas where there are physical or environmental problems?

1- Yes
2- No
3- Don't know

16. Should there be an attempt to concentrate similar types of activities (commercial, industrial, residential, etc.) in separate areas of town?

1- Yes 2- No 3- Don't know

17. What would be the best use or uses for the land around the high school? (Circle no more than two numbers.)

1- Residential
2- Commercial
3- Industrial
4- Recreational
5- Public buildings
6- Other (specify) ______________
____

18. How important are each of the following Lyons issues to you?

	Very Important	Somewhat Important	Not Important
Enforcement of building codes	1	2	3
Enforcement of zoning codes	1	2	3
Protection of scenic views	1	2	3
Historic Preservation	1	2	3
Greenbelt Program	1	2	3
Begin park improvement program(s)	1	2	3
Land use planning	1	2	3
Citizen participation in local planning	1	2	3
Environmental protection	1	2	3
Recreation	1	2	3
Establishment of architectural styles for various areas of the town	1	2	3
Other (specify)________________________	1	2	3

PART II: SOME ECONOMIC ISSUES

1. Do you feel that there are adequate job opportunities in the Lyons area?

1- Yes
2- No

2- Should Lyons develop a program to attract tourists?

1- Yes
2- No

3. What type of job opportunities would you like to see increased in the area? (Circle no more than two numbers.)

1- Heavy industry
2- Light industry
3- Construction
4- Touristm
5- Mining
6- Forestry
7- Shops
8- Motels or hotels
9- Other (specify)________________
____

4. What retail shops or services do you think are needed in Lyons?

	Much Needed	Needed	Not Needed
1- Grocery stores	1	2	3
2- Entertainment establishments	1	2	3
3- Medical services	1	2	3
4- Specialty stores	1	2	3
5- Clothing stores	1	2	3
6- Sporting goods establishments	1	2	3
7- Restaurants	1	2	3
8- Convenience restaurants (Burger King, McDonalds, etc.)	1	2	3
9- Motels and hotels	1	2	3
10- Other (specify) ____________________	1	2	3
__________________________	1	2	3

5. Where do you usually shop for the following goods and services?

	Lyons	Longmont	Boulder	Denver	Other
Auto accessories	1	2	3	4	5
Gas	1	2	3	4	5
Hardware	1	2	3	4	5
Food	1	2	3	4	5
Drugs	1	2	3	4	5
Clothing	1	2	3	4	5
Housewares	1	2	3	4	5
Appliances	1	2	3	4	5
Furniture	1	2	3	4	5
Lumber	1	2	3	4	5
Medical services	1	2	3	4	5
Dental Services	1	2	3	4	5
Entertainment	1	2	3	4	5
Restaurants	1	2	3	4	5

6. Which of the above goods and services do you sometimes buy in Lyons?

7. Where do you usually do your banking:

	Lyons	Longmont	Boulder	Denver	Other
Checking Account	1	2	3	4	5
Savings Account	1	2	3	4	5
Loans	1	2	3	4	5

8. If the decision is made to expand Lyons' business and industrial activities, how would you respond to the following statements?

	Strongly Agree	Agree	Disagree	Don't Care
1- Only "clean" industries should be encouraged to come to Lyons	1	2	3	4
2- Industries and businesses which will employ mainly Lyons residents should be encouraged to locate here	1	2	3	4
3- Local government should spend money to attract new industries and businesses to Lyons	1	2	3	4
4- Local government should spend more money to aid local business expansion rather than to attract new industry	1	2	3	4
5- Lyons' economy is adequate now. No effort is necessary	1	2	3	4
6- Lyons should attract types of business and industry which is not presently in Lyons	1	2	3	4

9. In which of the areas on Map A do you think that industrial development should be encouraged? (Circle only three)

1- Area I
2- Area II
3- Area III
4- Area IV
5- Area V
6- Area VI
7- Area VII
8- All of the above
9- Don't want industry
10- Other (specify)________________

10. Do you think that commercial activity should be limited to one area in Lyons?

1- Yes
2- No

11. Where wuould you like to see commercial activity located in Lyons? (Areas shown on Map A) (Circle only three)

1- Area I
2- Area II
3- Area III
4- Area IV
5- Area V
6-Area VI
7- Area VII
8- All of the above
9- Other (specify)_____________

12. Do you favor the installation of water meters on all buildings and residences in Lyons? (Owner pays for installation

1- Yes
2- No

13. Evaluate the following in terms of adequacies in Lyons.

	Adequate	Inadequate or unavailable (Needs improvements immediately)	Inadequate or unavailable (Improvements made gradually	Does Not require change
1- The present system of one-way streets	1	2	3	4
2- Parking on Main Street	1	2	3	4
3- Additional Downtown parking	1	2	3	4

14. How important to you would the following improvements be in the downtown area?

	Very Important	Important	Not Important	Not Needed
1- Sidewalks, Curbs, Gutters	1	2	3	4
2- Painting of Buildings	1	2	3	4
3- Awnings	1	2	3	4
4- Trees	1	2	3	4
5- Sign Code	1	2	3	4
6- Street Lighting	1	2	3	4
7- Parking Facilities	1	2	3	4
8- Clean up Program	1	2	3	4
9- Sign designating the business section of town	1	2	3	4
10- Major Restoration of the area	1	2	3	4
11- Other (specify) ________________	1	2	3	4

15. If Lyons Decided to develop a program to attract tourists which of the following facilities do you think would be important?

	Very Important	Important	Not Important	Not Needed
1- Tourist rest stop	1	2	3	4
2- Hotels/motels	1	2	3	4
3- Tent Campground	1	2	3	4
4- Overnight camper park with plumbing	1	2	3	4
5- Unmanned tourist information center	1	2	3	4
6- Would not like Lyons to develop a program to attract tourists	1	2	3	4
7- Other (specify)____________	1	2	3	4

PART III: HOW YOU VIEW SERVICES AND FACILITIES IN THE LYONS AREA

1. Should the sales tax be increased by approximately 1% to provide a fund for capital improvements for use by the local government?

1- Yes
2- No

2. Which of the following do you think is the best way for town services and needs to be financed?

1- Sales tax increase
2- User service fee
3- Voluntary contributions
4- Fund raising activities
5- Tax on property
6- Tax district
7- Other (specify)__________
____

3. Would you and your family use a public library if it were located in Lyons?

1- Yes
2- No

4. Where would you like to see a public library located in Lyons?

1- In the depot
2- In a separate building
3- In a school building
4- In the old post office
5- Other (specify)______________

5. If water meters were installed on all the residences and buildings, should the change:

1- occur in stages
2- occur all at once
3- Other (specify) ____________

6. Do you favor Lyons providing sewer service and water service to areas not presently within the town limits?

1- Yes
2- No

7. Should underground electric cables replace the utility poles now in use?

1- Yes
2- No
3- Don't care

8. Should the elementary and junior-senior high school sites be separate?

1- Yes
2- No

9. Should the elementary school sites be within walking distance of the major residential areas?

1- Yes 2- No

10. Here is a list of services. On each of these we would like to know if you favor local government's spending more than is being spent now, the same as is being spent now, or less than is being spent now. Remember than generally in order to spend more on something, your local government either has to spend less on something else, or it has to raise taxes. List A are Lyons' services. List B are County services.

A. Lyons' services	Spend More	Spend Same	Spend Less	Spend Nothing	Don't Know
1- Parks	1	2	3	4	5
2- Day Care Center	1	2	3	4	5
3- Street Paving	1	2	3	4	5
4- Sidewalks	1	2	3	4	5
5- Street maintenance	1	2	3	4	5
6- Street lights	1	2	3	4	5
7- Curbs and gutters	1	2	3	4	5
8- Drainage	1	2	3	4	5
9- Water service	1	2	3	4	5
10- Snow removal	1	2	3	4	5
11- Police protection	1	2	3	4	5
12- Fire protection	1	2	3	4	5
13- Public transportation	1	2	3	4	5
14- Parking spaces in town	1	2	3	4	5
15- Town meetings	1	2	3	4	5
16- Health services	1	2	3	4	5
17- Traffic control	1	2	3	4	5
18- Street signs	1	2	3	4	5
19- Electric service	1	2	3	4	5
20 Other (specify)____________ ____________________	1	2	3	4	5

B. County services	Spend More	Spend Same	Spend Less	Spend Nothing	Don't Know
1- Highway maintenance	1	2	3	4	5
2- Sheriff protection	1	2	3	4	5
3- Natural gas service	1	2	3	4	5
4- Other (specify)____________ ____________________	1	2	3	4	5

11. Should Lyons and the local schools share programs?

1- Yes
2- No

12. Should Lyons and the local schools share facilities such as tennis courts, libraries, skating rink, etc.?

1- Yes
2- No

13. Should the Town Hall be:

1- Expanded
2- Relocated
3- Combined with other services in the elementary school building on High Street
4- Other (specify)____________
____

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14. Should the old two story elementary school building on High Street (the middle building) remain standing?

1- Yes
2- No

15. What do you think would be the best use of the old two story elementary school building on High Street if it remains standing?

1- Continue to use it as an elementary school
2- For local government uses
3- A community center
4- Other (specify)____________
____

PART IV: SOME QUESTIONS ON RECREATION

1. Should Coffin Top Dam be built? (See location on Map B)

1- Yes
2- No

2. If the proposed Coffin Top Dam were built, what facilities would you like to see provided? (Circle only three)

1- Boating
2- Fishing
3- Swimming
4- Camping
5- Picnic areas
6- Water skiing
7- Vacation homes
8- All of the above
9- Don't want it built
10- Other (specify)________________

3. Would you like to see recreation vehicle overnight camping sites in the Lyons area?

1- Yes
2- No

4. If recreation vehicle overnight camping sites were located in the Lyons area, should they be located:

1- Within town limits
2- Within a mile of town
3- Within 5 miles of town
4- Other (specify)____________
____

5. Should Lyons try to provide open space by:

1- Purchasing land
2- Requiring developers to provide some
3- Zone for open space
4- Scenic easements
5- All of the above
6- Other (specify)_____________

6. Should a special tax assessment district be formed for recreation?

1- Yes
2- No
3- Uncertain
4- Don't want a tax district

7. If a special tax assessment district were formed for recreation, do you think it should have the same boundaries as the proposed fire district?

1- Yes
2- No
3- Uncertain

8. If a special tax assessment district were formed, how desirable would the following items be to you within that district?

	Highly Desirable	Desirable	Not Desirable	Not Desirable
1- Football field	1	2	3	4
2- Rifle range	1	2	3	4
3- Bleachers	1	2	3	4
4- Playgrounds	1	2	3	4
5- Baseball diamonds	1	2	3	4
6- Softball diamonds	1	2	3	4
7- Tennis courts	1	2	3	4
8- Swimming pool	1	2	3	4
9- Picnic facilities	1	2	3	4
10- Bike paths	1	2	3	4
11- Basketball courts	1	2	3	4
12- Horseback riding trails	1	2	3	4
13- Boating	1	2	3	4
14- Fishing	1	2	3	4
15- Community recreation center (indoor/outdoor swimming pool, crafts room, kitchen, handball courts, tennis courts, weight room)	1	2	3	4
16- Landscape development of parks	1	2	3	4
17- Ice skating	1	2	3	4
18- Senior citizen recreation center	1	2	3	4
19- Hiking trails	1	2	3	4
20- Other (specify) ______________ ______________________	1	2	3	4

9. Because of the physical features, vegetation, and location of Bohn and Meadow Parks, the recreation work group has suggested Meadow Park as a low-activity (picnic) recreation area, and Bohn Park as a high-activity (ball field type) recreation area. Do you agree or disagree with this basic idea?

1- Agree
2- Disagree

10. Which one of the following arrangements would you prefer for the ownership of Meadow Park?

1- Continue the present lease with the Railroad (Renewable yearly)
2- Purchase
3- Encourage the donation of property by the Railroad
4- Obtain a long-term lease
5- Other (specify) ______________

____

11. What would be the best way to fund recreational facilities and activities?

1- Sales tax increase
2- Mill levy increase
3- Membership fee
4- User fee (daily admission fee)
5- Flat fee for all property owners
6- Donations
7- Tax district
8- Combination of above - indicate which ones ______________

____

12. Is increased control and security needed for Meadow Park?

1- Yes
2- No

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13. If controls were increased at Meadow Park, which of the following would be important controls to you?

	Very Important	Important	Not Important
1- Control the use of the park through a fee	1	2	3
2- Police surveillance	1	2	3
3- Closing time restriction	1	2	3
4- Recreation director or supervisor	1	2	3
5- Continue no-drinking policy	1	2	3
6- Other (specify) ______________________________	1	2	3

PART V: HOW YOU FEEL ABOUT YOUR HOME IN LYONS

1. How long have you lived: (Circle one number in each row.)

	Less than 1 Year	1-3 Years	3.1-6 Years	6.1-10 Years	More than ten years
In Colorado?	1	2	3	4	5
In Lyons?	1	2	3	4	5
At your current address?	1	2	3	4	5

2. How long do you expect to continue to live in the Lyons area:

(Circle one)	1	2	3	4	5

3. If you have moved to the Lyons Area within the past five years which one of the following best describes your reason for moving to the community?
    1. Small town atmosphere
    2. Because I was able to find suitable housing at the right price
    3. Economic opportunity
    4. Nearness to the mountains
    5. Climate
    6. Reasons of Health
    7. Retirement
    8. Educational opportunities
    9. Other (specify) __________

4. If you are moving in the next five years which one of the following best describes your reason for moving?
    1. Desire for better economic opportunities
    2. Milder or more suitable climate
    3. Desire for better living or housing conditions
    4. Reasons of Health
    5. Educational opportunities
    6. Retirement
    7. Other (specify) ____________

5. What is your present housing situation? (Circle only one number.)

1- Renting
2- Buying (mortgaged
3- Own (fully paid)

6. If you are renting or buying, what is your monthly payment? (Circle only one number.)

1- Less than $50
2- $51-$100
3- $101-$150
4- $151-$200
5- $201-$250
6- $251-$300
7- More than $300

7. In what type residence do you live? (Circle only one number))

1- Single family house
2- Duplex
3- Apartment complex
4- Room
5- Mobile home
6- Hotel of motel
7- Other (specify) ____________

8. Speaking generally, what monthly price range (either buying or renting) per family for housing do you think should be made available in Lyons? (Circle only one number.)

1- Less than $50
2- $51-$100
3- $101-$150
4- $151-$200
5- $201-$250
6- $251-$300
7- More than $300

9. What would you estimate the present value of the building you are now living to be?

1- Less than $5,000
2- $5,001-$10,000
3- $10,001-$15,000
4- $15,001-$20,000
5- $20,001-$30,000
6-$30,001-$85,000
7- $35,001-$45,000
8- $45,001-$60,000
9- over $60,000

10. What kinds of new housing do you think Should be built in the Lyons area? Circle no more than two numbers.

1- None
2- Low income housing complexes
3- Single family houses
4- Middle income housing complexes
5- Higher rent apartment complexes
6- Townhouses/condominiums
7- Mobile home parks
8- Senior citizen housing
9- Allof the above
10- other (specify)____________

11. How well does your present home suit your needs? (Circle only one number.)

1- Very well
2- Well
3- Fairly well
4- Poorly
5- Inadequately

12. Whether you prefer owning or renting, which type of housing would provide you with the greatest sense of satisfaction?

1- Single family house
2- Duplex
3- Apartment in a complex
4- Townhouse or condominium
5- Mobile home
6- Other (specify) ____________

13. How old is the home you are living in?

1- Less than 2 years
2- 2-5 years
3- 6-10 years
4-11-15 years
5- 16-20 years
6- 21-25 years
7- 26-30 years
8- 31-40 years
9- over 40 years

14. What is the source of heating for your house?

1- Coal
2- Wood
3- Electric
4- Natural gas
5- Oil
6- Solar
7- Propane
8- None

15. In the last month, how have you found your tap water to be in respect to:

	Very Good	Good	Fair	Poor	Don't know
Taste	1	2	3	4	5
Smell	1	2	3	4	5
Pressure	1	2	3	4	5

PART VI: SOME QUESTIONS ABOUT YOU AND YOUR FAMILY

1. How do you get to work

1- Drive your motor vehicle by yourself
2- Car pool
3- Walk
4- Bicycle
5- Motor cycle
6- Bus
7- Other (specify) ________________

2. The distance between my home and the place I work is:

1- 0-1/2 mile
2- 1/2-1 mile
3- 1-2 miles
4- 2-5 miles
5- 5-10 miles
6- 10-20 miles
7- 20-30 miles
8- 30 or more miles

3. I would join a car pool if one were available?

1- Yes
2- No

4. I know someone I could car pool with, but I don't want to.

1- Yes
2- No

5. I am employed in:

1- Lyons
2- Near Lyons (within a 5 mile radius)
3- Boulder
4- IBM
5- Beechcraft
6- Longmont
7- Denver
8- Estes Park
9- Loveland
10- Other (specify)______________

6. If you are married, where does your spouse work?

1- Lyons
2- Near Lyons (within a 5 mile radius)
3- Boulder
4- IBM
5- Beechcraft
6- Longmont
7- Denver
8- Estes Park
9- Loveland
10- Other (specify)_______________

7. Do you own a motor vehicle?

1- Yes
2- No

8. How often would you use bus service to the following places if it were available?

	Daily	Several Times Per Week	Once A Week	Several Times Per Month	Once In Awhile	Never
Boulder	1	2	3	4	5	6
Longmont	1	2	3	4	5	6
Denver	1	2	3	4	5	6
Estes Park	1	2	3	4	5	6
Other (specify) ________________	1	2	3	4	5	6

PART VII: PERSONAL INFORMATION

1. Sex of respondent:

1- Female
2- Male

2. What is your age?

1- 18-24
2- 25-34
3- 35-44
4- 45-54
5- 55-59
6- 60-64
7- 65 and over

3. Mark the highest level of education you have completed (circle one).

1- Junior high (8th grade or less)
2- Some high school
3- High school
4- Two-year college
5- Four-year college
6- Master's level graduate
7- Ph. D.

What is your marital status?

1- Never married
2- Now married
3- Divorced
4- Separated
5- Widowed
9- Other (specify) _____________

4. If you are presently married, what is the highest level of education completed by your spouse or partner?

1- Junior high (8th grade or less)
2- Some high school
3- High school
4- Two-year college
5- Four-year college
6- Master's level graduate
7- Ph. D.

5. In the box below, please indicate the number of males and the number of females in your household in each of the age categories listed below, including yourself.

	Male	Female
1- 0-4 years		
2- 5-9 years		
3- 10-14 years		
4- 15-19 years		
5- 20-24 years		
6- 25-34 years		
7- 35-44 years		
8- 45-54 years		
9- 55-64 years		
10- 65 and over		

Total number in your household, including yourself: ______________

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6. Which of the following categories best describes your present occupation? (Circle one number).

   1- Teacher
   2- Professional/technical (physician lawyer, geologist, etc.)
   3- Ranch owner or manager
   4- Owner, proprietor, official, manager, executive (other than ranch)
   5- Clerical
   6- Sales
   7- Foreman/skilled craftsman
   8- Machine operator
   9- Private household worker
   10- Other service worker (waiter, custodian, nurse's aid, etc.)
   11- Ranch laborer
   12- Laborer (other than ranch)
   13- Student
   14- Homemaker
   15- Retired
   16- Unemployed
   17- Disabled

7. If you are married, which of the following categories best describes your spouse's present occupation? (Circle one).

   1- Teacher
   2- Professional/technical (physician, lawyer, geologist, etc.)
   3- Ranch owner or manager
   4- Owner, proprietor, official, manager, executive (other than ranch)
   5- Clerical
   6- Sales
   7- Foreman/skilled craftsman
   8- Machine operator
   9- Private household worker
   10- Other service worker (waiter, custodian, nurse's aid, etc.)
   11- Ranch laborer
   12- Laborer (other than ranch)
   13- Student
   14- Homemaker
   15- Retired
   16- Unemployed
   17- Disabled

8. What is your primary source of income? (Circle one number only)

   1- Salary (monthly or yearly)
   2- Wage (hourly and/or tips)
   3- Self-employed
   4- Social security
   5- Public assistance
   6- Independent income (rents, interests, stock etc.)
   7- Other (specify) ______________

9. What do you think your total combined family income will be this year?

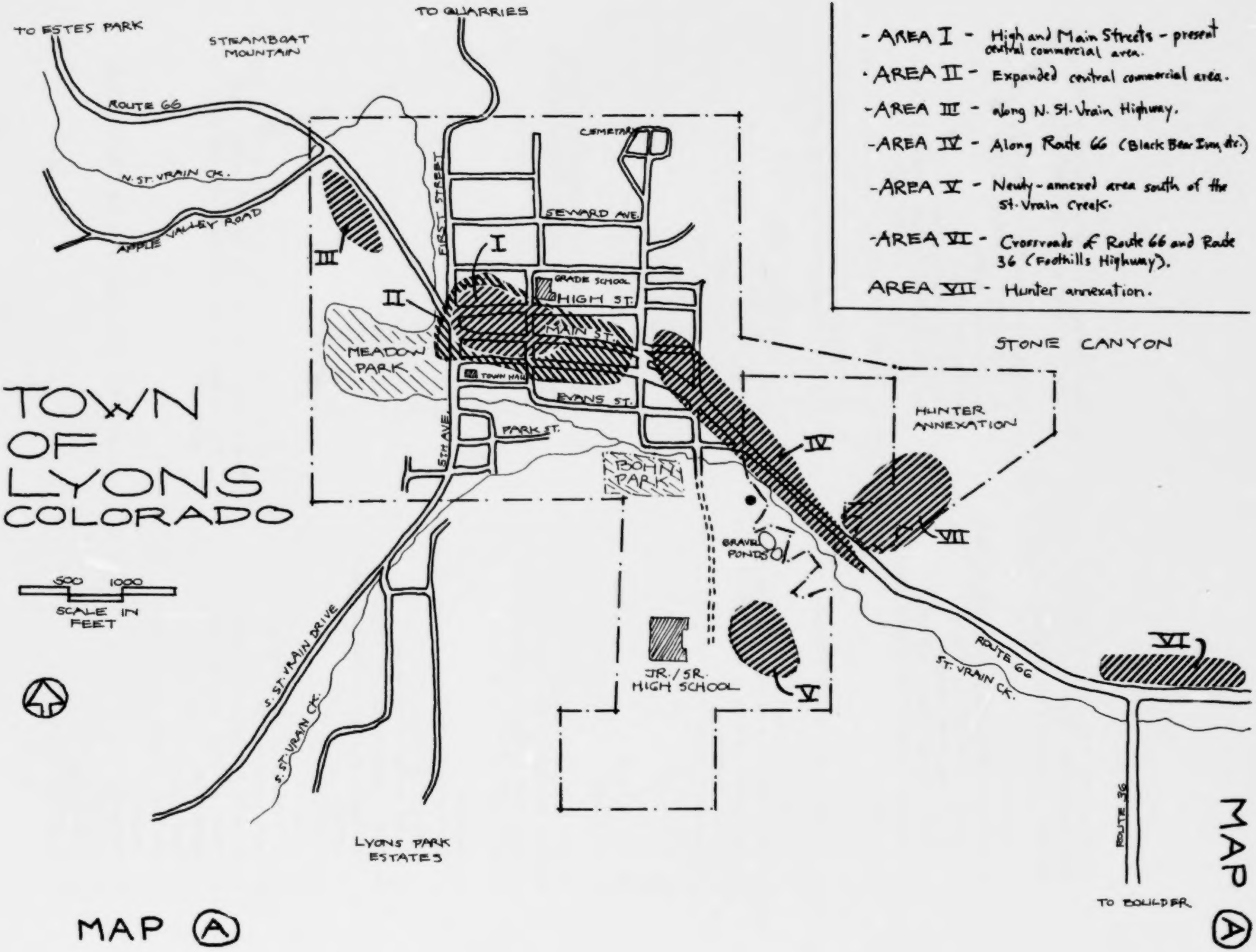
   1- Less than $2,000
   2- $2,000-$4,999
   3- $5,000-$6,999
   4- $7,000-$9,999
   5- $10,000-$11,999
   6- $12,000-$14,999
   7- $15,000-$19,999
   8- $20,000-$24,999
   9- $25,000 and over

10. What percentage of your total family income was provided by family members other than yourself?

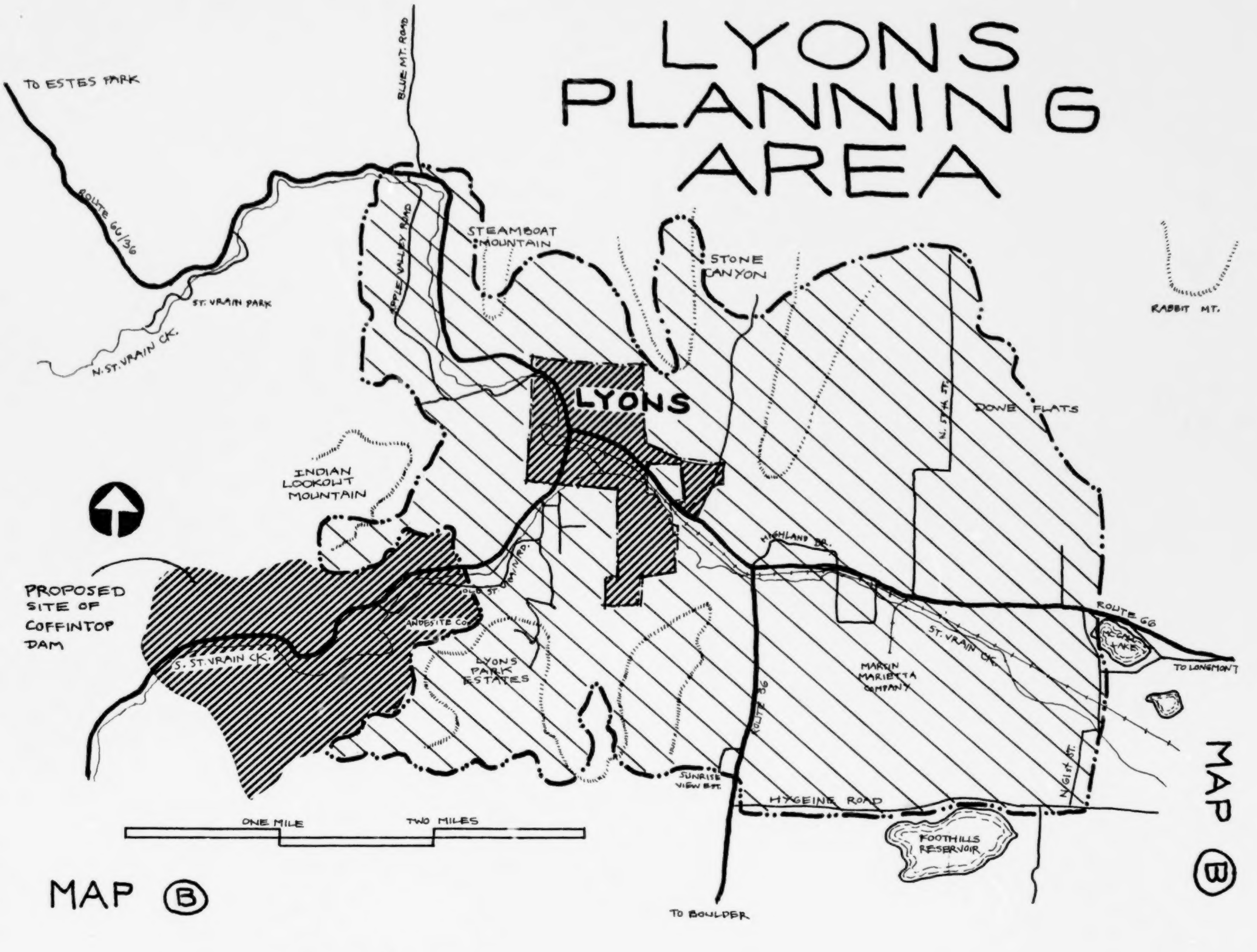
    1- 0-10%
    2- 11-20%
    3- 21-30%
    4- 31-40%
    5- 41-50%
    6- 51-60%
    7- 61-70%
    8- 71-80%
    9- 81-90%
    10- 91-100%

PLEASE CHECK TO SEE THAT YOU HAVE ANSWERED ALL QUESTIONS ON THE SURVEY FORM. ADD ANY COMMENTS YOU MAY HAVE ON THE BACK OF THIS PAGE.

THANK YOU VERY MUCH FOR YOUR COOPERATION.


TOWN OF LYONS COLORADO
- AREA I - High and Main Streets - present central commercial area.
· AREA II - Expanded central commercial area.
- AREA III - along N. St. Vrain Highway.
- AREA IV - Along Route 66 (Black Bear Inn, etc.)
- AREA V - Newly-annexed area south of the St. Vrain Creek.
- AREA VI - Crossroads of Route 66 and Route 36 (Foothills Highway).
AREA VII - Hunter annexation.
TO ESTES PARK
STEAMBOAT MOUNTAIN
TO QUARRIES
ROUTE 66
N. ST. VRAIN CK.
APPLE VALLEY ROAD
CEMETARY
FIRST STREET
SEWARD AVE.
GRADE SCHOOL
HIGH ST.
MAIN ST.
TOWN HALL
EVANS ST.
PARK ST.
5TH AVE.
MEADOW PARK
BOHN PARK
GRAVEL PONDS
JR./SR. HIGH SCHOOL
HUNTER ANNEXATION
STONE CANYON
ROUTE 66
ST. VRAIN CK.
ROUTE 36
TO BOULDER
S. ST. VRAIN DRIVE
S. ST. VRAIN CK.
LYONS PARK ESTATES
I
II
III
IV
V
VI
VII
500 1000
SCALE IN FEET
MAP (A)
MAP (A)

LYONS PLANNING AREA


TO ESTES PARK
ROUTE 66/36
BLUE MT. ROAD
ST. VRAIN PARK
N. ST. VRAIN CK.
APPLE VALLEY ROAD
STEAMBOAT MOUNTAIN
STONE CANYON
RABBIT MT.
LYONS
N. 5TH ST.
DOWE FLATS
INDIAN LOOKOUT MOUNTAIN
HIGHLAND DR.
OLD ST. VRAIN RD.
ANDESITE CO.
PROPOSED SITE OF COFFINTOP DAM
S. ST. VRAIN CK.
LYONS PARK ESTATES
ROUTE 36
ROUTE 66
MCCALL LAKE
TO LONGMONT
ST. VRAIN CK.
MARTIN MARIETTA COMPANY
SUNRISE VIEW EST.
HYGEINE ROAD
N. 61st ST.
FOOTHILLS RESERVOIR
TO BOULDER
ONE MILE
TWO MILES
MAP Ⓑ
MAP Ⓑ

APPENDIX C

SAMPLE COMMUNITY GOAL STATEMENTS

GOALS & POLICIES

A. Natural Environment

The natural environment which characterizes Sheridan and the surrounding area has been a major factor in shaping the economy of the community and in making the area a desirable place in which to live. It is a goal of the community to enhance and preserve this environment while allowing new growth and development to occur, and to preserve those fragile natural areas and features which contribute to the present community character and atmosphere.

In order to achieve this goal, the City and County should adopt and implement policies which:

1. Protect prime irrigated agricultural lands from development, and direct future urban growth toward dry-land areas.
2. Prohibit development in natural hazard areas: flood plains, areas with steep slopes, and unstable geologic areas.
3. Preserve unique and sensitive or critical natural areas: lakes, reservoirs, unique scenic vistas, unique natural areas, wildlife habitats, and aquifer recharge areas.
4. Utilize open space as a means of preserving and protecting the natural environment, and as a means of giving shape to the community.
5. Minimize in new developments, and eliminate existing air, water and noise pollution when possible.

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B. Economy

Sheridan enjoys the advantages of a reasonably balanced and healthy economy based on agriculture, mining, tourism and education. A major goal of the community is to maintain this economic stability as mining and the energy industry gain greater importance in the community's economic picture.

Efforts to achieve this goal should include adoption and implementation of policies which:

1. Encourage development of employment which will aid in leveling out the boom-bust cycle which often occurs with the development of energy-related industry.
2. Encourage location in the community of business and industry which provides job opportunities for local residents, including the youth.
3. Promote and support the growth and revitalization of the downtown business district.
4. Encourage commercial and industrial developments to develop in a manner which is compatible with the surrounding neighborhoods.
5. Support the development of commercial areas which provide the desired goods and services, are conveniently located, and are an attractive addition to the community's appearance.
6. Discourage further commercial strip development, while recognizing that certain types of commercial uses must be located with accessibility to major highways.

7. Encourage business and industry that are not tied to a resource to locate within urban centers or annex to the towns and City, in order to stabilize the tax base.

C. Community Character and Development

Sheridan has a distinct atmosphere of small town friendliness, and a quality of life which provides its citizens with a sense of place that is often lacking in larger communities. A primary community goal is to maintain and improve this community attitude and character as new growth occurs. Development must occur within a framework which is in keeping with the existing community character and which avoids negative social, economic and environmental effects on the community.

Policies which will aid in achieving this goal include:

1. Encouraging and allowing new growth to occur in a logical manner only where urban services can be efficiently and economically extended, rather than permitting development to occur in a random and haphazard manner throughout the rural areas.
2. Permitting new growth to occur only at a rate which is consistent with the capacities of the community to provide public facilities, utilities and services.
3. Encouraging (or requiring) new development to pay for its fair share of the municipal capital costs which are a direct result of the new development (water, sewer and parks).
4. Conservation and preservation of existing stable neighborhoods and housing.
5. Preservation of significant historic sites and buildings.
6. Encouraging new development to occur in such a manner as to promote neighborhood identity and pride and an attractive living environment.

7. Requiring new development to provide, and meet the current improvement standards for, streets, landscaping, utilities, drainage and other physical requirements.
8. Promoting the integration of new development and new residents into the community structure in order to avoid or eliminate isolation and alienation.
9. Encouraging coordinated Town, City and County policies dealing with the issues created by growth: utility extensions, land use, town vs. rural needs, fringe area development, etc.

D. Government Support Systems

The role of local government in providing efficient and effective management, services and facilities to keep pace with a community's growth depends to a large extent on the attitude toward, and support and acceptance of, that role by the citizens. A fundamental goal of the local government is to meet the challenge of new growth while at the same time respecting the desires and rights of the current residents of Sheridan as well as the newcomers.

Public policies aimed at achieving this goal should include:

1. Continued encouragement and solicitation of citizen participation and involvement in governmental decision making.
2. Development of a long range plan, priorities and financial program for providing new and/or expanded public facilities to meet the needs of current and future residents of the community.
3. Establishment of priorities for government spending for services and facilities so that common community goals can be realized.
4. Encouragement of continuing cooperation with and among other governmental bodies -- County, School District, State and Federal -- toward a common goal.
5. Promotion of efficient and coordinated planning for public facilities and services.
6. Development of a financial program which
    a. keeps pace with growth and inflation;

   - b. will not place an undue burden on residents with low or fixed incomes;
   - c. minimizes costs of growth to current residents;
   - d. aids in the achievement of such community goals as preservation of open space, provision of adequate housing, improvement of transportation, etc.;
   - e. encourages efficient consumption and use of public services and facilities;
   - f. maintains maximum local control over revenue sources while taking maximum advantage of outside funding sources (private, state, Federal) to cope with the needs of growth.

7. Provision of easy citizen access to government agencies.

8. Establishment of a means whereby citizens of the community can actively and effectively participate in setting priorities among community goals so that public officials can approach the allocation of community resources on the basis of public consensus.

9. Exploration and encouragement of methods whereby the private sector can provide or take over needed social services in the community.

10. Development of action programs that actually implement community policies.

E. Residential Development

As rapid growth occurs in a community, it often brings with it a major shortage of decent housing, together with a significant rise in the price of both new and existing housing. This is of particular concern in our area where housing is already scarce and expensive. When the initial growth boom is due in part to a large influx of construction workers, many of whom may not remain in the area beyond the initial construction period, the immediate housing problem is often solved by the use of mobile homes, which add a different dimension to the housing dilemma.

Residential developments in rapidly growing areas frequently occur without adequate attention being given to developing a sense of neighborhood character, providing a choice of housing types, and accommodating the needs of lower-income families. Such developments often occur in a scattered pattern, which is difficult and expensive to service. It is a primary goal of the community to insure an adequate supply of housing that satisfies the needs and desires of all ages and income groups in the community, which offers an attractive living environment, and which fosters interchange between new and long-time residents.

In order to achieve this goal, the City should adopt and implement policies which:

1. Encourage maximum variety in types and prices of housing.
2. Provide for separation of residential neighborhoods from incompatible land uses.
3. Support the maintenance of existing neighborhoods.
4. Insure an adequate supply of housing for elderly and lower-income residents at prices they can afford.

5. Encourage maximum compatibility among different types of housing and between housing and other neighborhood facilities (schools, parks, shopping, etc.).

6. Support a mixture of housing types and designs in residential development.

7. Promote good design and a pleasant and healthy environment in mobile home parks, including protection of mobile home parks from other uses which will detract from their livability.

8. Identify where new development can most logically occur because of the availability or ease of extending public services and yet where the community's environmental goals will not be jeopardized.

F. Transportation

The communities in Sheridan County are primarily served by, and dependent upon, the automobile. It is unlikely that this situation will change as growth occurs. New roads and widening of existing roads will be necessary to serve new developments and to avoid major congestion problems. The existence of the railroad and the certain increase in rail traffic to and from the mining areas are also important elements in the area's transportation picture. Resolution of conflicts between the railroad and automobile systems, as well as resolution of conflicts between transportation corridors and land uses, will be necessary as the area grows.

A goal of the community is to provide for a safe, efficient and balanced circulation system which results in improved traffic movement, cost efficiency, minimum negative impacts on adjacent land uses, and respect for the rights of pedestrians and bicyclists.

Sheridan may also be able to support a limited bus system, particularly for the 50% of the population that does not drive.

In order to achieve this goal, policies should be adopted and implemented which:

1. Provide for adequate road capacity to serve both current and future needs as new development occurs.
2. Increase the efficiency of existing streets and roads wherever possible to prevent or eliminate congestion.
3. Provide for improvement and adequate maintenance of existing roads.
4. Encourage development of automobile and railroad corridors which reduce or eliminate conflicts.

5. Provide for safe and attractive pedestrian and bicycle circulation systems.

6. Encourage development of public transportation when it becomes economically practical.

7. Provide for adequate off-street parking in the downtown area.

8. Evaluate the street improvement standards to encourage designs which will reduce adverse affects on abutting land uses.

G. Parks and Recreation

The need for local park and recreational facilities has increased throughout the nation as leisure time has increased. As a community grows, its existing facilities become outgrown and overloaded, and new residents (especially those with children and those in higher income brackets) often bring with them a higher expectation and greater desire for recreational facilities. Furthermore, recreation programs can often provide a much-needed means of integrating newcomers into a community. The City of Sheridan has been fortunate in having a high level of existing facilities provided through the YMCA. It must work to keep pace as growth occurs.

It is a goal of the community to provide public park and recreation areas and facilities which are adequate to meet the growing needs and desires of the citizens, and to provide these facilities in locations which are easily accessible to those whom the facilities are intended to serve.

To achieve this goal, these policies should be adopted and implemented:

1. Encouragement of parks as an integral part of all residential areas.
2. Encouragement of park development adjacent, to, or in conjunction with, elementary and junior high school sites.
3. Encouragement of the provision of privately financed park and recreational facilities and activities to supplement public facilities.
4. Creation of a financial program that can maintain and develop existing park sites.

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3. Encouragement of the provision of privately financed park and recreational facilities and activities to supplement public facilities.
4. Creation of a financial program that can maintain and develop existing park sites.

5. Require that new developments provide for the needs generated by the population in those developments in accordance with the adopted standards of the community.

H. Human Services

Towns such as those in Sheridan County have had a fairly stable and homogeneous population and have usually been able to keep in touch with and satisfy the needs of their residents for social, educational, cultural and other human services. As the communities grow, new needs and opportunities will become evident, and must be met if the quality of life in the community is to be preserved. Rapid growth frequently creates major social problems for residents of such communities.

It is a goal to develop or expand social, cultural, educational and other human resources in such a manner as to benefit all its citizens now and in the future and to meet the challenge if rapid growth does occur.

In an effort to achieve this goal, the City should adopt and implement policies which:

1. Promote and support the development and expansion of activities and opportunities for the youth of the community.
2. Encourage provision of expanded services for senior citizens and of opportunities for seniors to participate in the community.
3. Encourage the development and maintenance of high levels of medical services, mental health care and other social services desired by the citizens and necessary to cope with the issues created by rapid growth.
4. Support the expansion and maintenance of educational opportunities for all age and interest groups within the

community's ability to seek and provide financial support and consistent with accelerated growth.

5. Cooperate with other governmental and private agencies in coordination and provisions of additional needed human services.

I. Regional

Sheridan County and its communities have played a major role in the northern Wyoming and southern Montana region and the Powder River Basin. Furthermore, activities in the region have had, and will continue to have, a major influence on its communities. It is essential that the Sheridan community develop and maintain effective working relationships and open lines of communication with all agencies -- both public and private -- having common interests in the area so that there is an awareness by all concerned of both the areawide and local impacts of public and private decision making.

In order to achieve this goal, the City should:

1. Develop a means whereby regional developments can be identified early and solutions sought to potential issues resulting from these developments.
2. Identify, create and maintain open lines of communication with those agencies and organizations whose activities can affect the community; e.g., neighboring towns and counties in Wyoming and Montana, the Powder River Areawide Planning Organization, industries concerned with the area, and State and Federal agencies.
3. Gain representation on joint committees in the area, or promote the creation of joint committees to serve as effective communication and planning vehicles.
4. Attempt to influence decisions by private organizations and public agencies at all levels when these decisions or the planning of them will affect the Sheridan area.

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5. Develop a joint program to deal with growth before it occurs. This joint program should involve local, state and industry representation.

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Action Handbook

Managing Growth in the Small Community

PART III:

COMMUNITY ACTION AND GROWTH MANAGEMENT

Prepared For
U.S. ENVIRONMENTAL PROTECTION AGENCY
GEORGE G. COLLINS, PROJECT OFFICER
REGION VIII, DENVER, COLORADO

Prepared by
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1978

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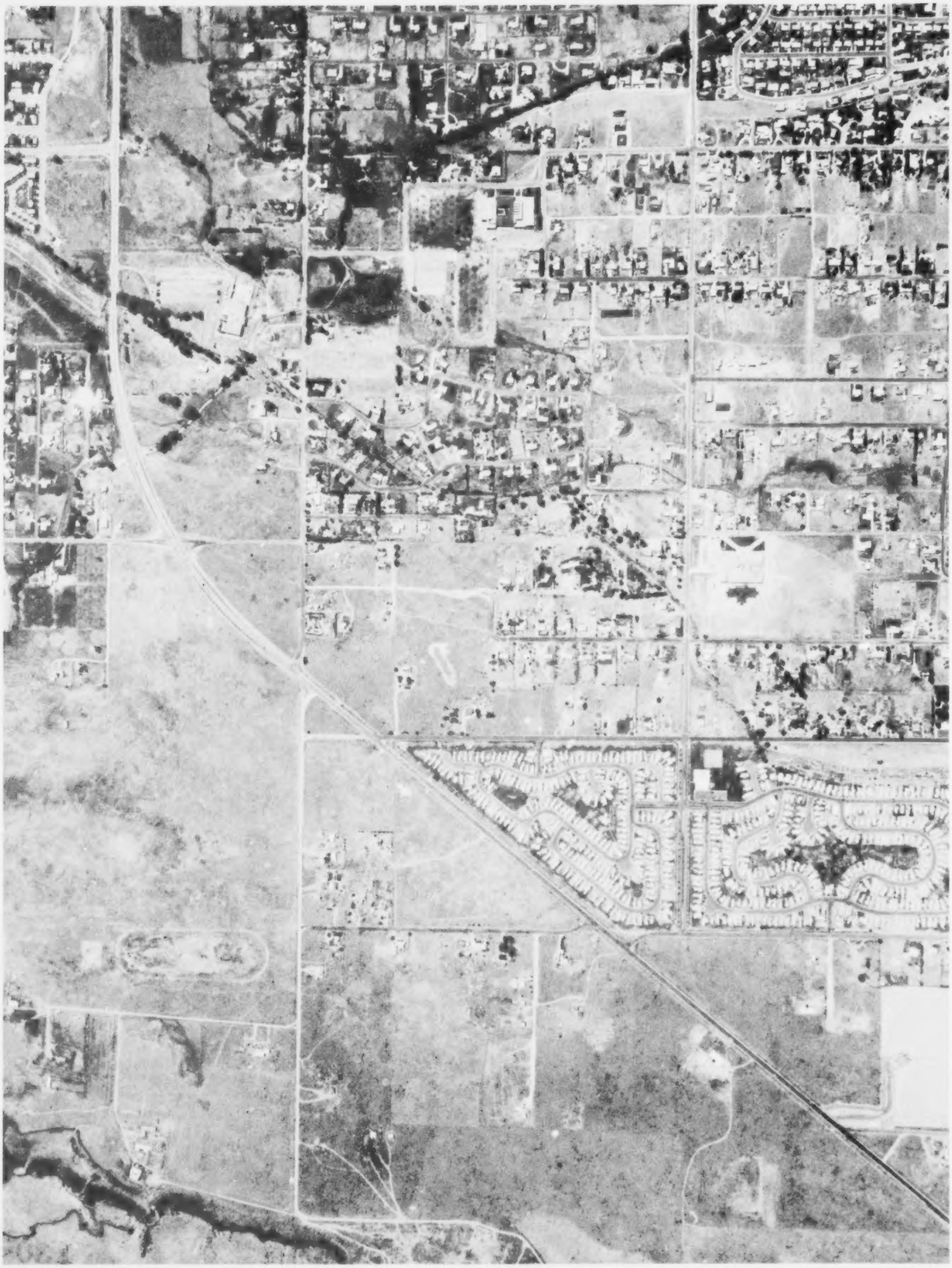

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Preface: How to Use the Action Handbook

The Action Handbook is designed to be a detailed "how to manage" manual for small communities undergoing or facing the prospect of accelerated growth. The recommendations and prescriptions may be of particular interest to small Rocky Mountain communities facing rapid growth due to the surge in energy development activities. However, the authors consider the material valid for a much broader range of communities in terms of both size and of the causes of growth.

The reader may find the Action Handbook rather straightforward in detailing "the approach" to successful community growth management. This presentation should not be interpreted to mean there is only one approach. Rather, it reflects the author's intent to suggest concrete procedures which are specific enough to implement with only slight modification for particular local conditions. In all cases, the suggested procedures must be tailored to local conditions.

To accomplish the goal of preparing a "how to" handbook, it was necessary to commit to a best overall approach to community management under growth conditions. The approach recommended was not chosen arbitrarily. Rather, it is based on a decade of experience in the Rocky Mountain West. The concepts are not speculative; they have been tried and tested in a number of locations including Boulder, Loveland and Vail, Colorado, and Rock Springs, Wyoming, and as part of this project, applied in Scobey, Montana, and Sheridan, Wyoming.

The Action Handbook presents a process for community management. The job to be done is not a one-shot project, but an ongoing set of organized activities involving a broad range of citizens in the community and outside affected parties. Once the process is accepted and becomes part of the community way of life, the practices and procedures tend to perpetuate themselves. Thus, the focus is on describing the process and steps to be taken for its adoption in the community.

The handbook is divided into three parts for the reader's convenience. The Table of Contents, which follows, includes all these parts. Part I is intended to give an overview of the community management process and to assist the user in estimating how development of a certain type might affect the community's needs for various public services, such as police officers, sewage treatment capacity, park land, etc. This part should be of interest to all those who wish to understand potential community impact, and especially those who would initiate community management and organization. Part II deals with approaches to getting the community involved and organized. It suggests a working model for the community organizers. Part III focuses on community action and growth management. This part will be of greatest interest to those closely involved in making government work to manage growth.

HOW TO USE THE HANDBOOK

After reading this preface and the introduction contained in Part I, look at the chapter entitled "Getting Control" in Part III. At this point, you will not need to understand the complexities involved in establishing standards, codes, and policies, but rather the basic philosophy underlying the recommended actions and approach. "Getting control" is really the main purpose of the entire process described in this book.

Next you may want to look at the tables in the chapter "Getting a Picture of What Lies Ahead" in Part I and work some or all of them, based on actual figures associated with proposed development in your area, or using your own estimate of development which may occur. What will it cost your community not to take control? How much trouble will organizing the community for impact management create?

Look through "The Process of Community Management" in Part I to get an idea of what will be involved in following the recommended management process. How difficult will it be to involve the community? Compare this with the problems that may arise if work is done by town staff and/or consultants and the community is then asked to accept decisions it had no part in making. Depending on your assessment of the seriousness of what may lie ahead, and the opportunities and/or difficulties presented by the involvement process, you can decide if you want to go ahead.

Keep in mind that what is presented in this handbook basically describes the areas of concern that surface in most communities threatened by change. The Action Handbook attempts to show how to make this process more successful by emphasizing study and involvement by citizens, and getting an early start on response by the whole community before a crisis develops. Such efforts will strengthen the community and the democratic process, create a broader base of positive responses to the impact situation by a variety of community organizations, groups, and individuals, and reduce the long range possibilities of citizen opposition to needed changes and adjustments. The "crisis" approach to dealing with growth has long range negative effects on the community's quality of life. A systematic, communitywide approach can avoid many of the chaotic problems that will otherwise develop, and can conserve scarce human and fiscal resources.

Because local communities are run on a democratic basis, the handbook is written for a varied audience. Especially in Parts I and II, the authors have tried to use nontechnical language so that citizens can carry out the activities designed for their participation and achieve a basic understanding of specifics such as financial or facilities planning which are part of a government's role. If particular sections or concepts are unclear or confusing, we encourage you to seek explanations. Don't be afraid to ask. Go to government staff, local college professors, or available technical experts. You might invite one of these people to an informal study session to go over a particular section(s) with a group.

The authors also wish to emphasize that although a given chapter may be particularly useful for, say, financial managers, all chapters are part of an overall process which is inter-related and in which cooperation within local government and between government and citizens' groups is essential to the overall success of the impact management effort. It is strongly recommended that readers of the handbook concern themselves with chapters specific to their area of interest, but also look at related chapters to gain a broader understanding of how their activities relate to all impact management activities which are taking place.

To some people, handbook recommendations may appear too detailed and structured for their particular community. Each community is encouraged to adapt the specific contents to its local situation, use those parts which are most relevant, and revise particular situations to make them more suitable to the community's own situation and needs. As stated above, handbook recommendations are the result of the authors choosing among various alternative approaches. They are intended as guidelines, not as rules.

Finally, remember that the Action Handbook is a working document. Write in it. Reorganize sections to fit your community's style and needs. Tear out pages and charts and put them up on walls. Get this book dirty and dog-eared with use!

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WORLD SAVINGS
STAGE
FASHION

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16 Introduction to Part III

If the preceding recommendations have been followed, at this point the community will know the general magnitude of the job ahead. Now you must turn to organizing resources and creating programs for action. First, the availability of resources needs to be assessed. Then priorities are set in light of resource limitations. Next, alternatives are considered for "who should do what." Finally, a coordinated set of programs and activities is suggested so all capabilities can be turned to the job at hand.

Of key importance is the role of the local general government. On the one hand, it is surely wasteful to expect government to serve all the community's needs. Many other valuable resources are available. Without the use of nongovernmental groups -- private businesses, churches, citizens' organizations, business groups, and so on, the community's needs will overwhelm its government's abilities. On the other hand, it is essential that there be one party with overall responsibility for the community's goals. Local government must assume this role. As such, there is much to be done. The following chapters detail a recommended approach for the small community. The focus is on governmental tasks. Some things may not fit in the very small towns, or perhaps they can be done informally. Some things will require the use of resources outside of the community. Nevertheless, the following chapters contain useful information on an approach to governmental administration that is designed for communities wishing to take active steps to control and shape their own futures. Remember, it is the central approach, and underlying philosophy that is most important. Specific actions to implement these concepts should quite properly be tailored to the local conditions and local capabilities.

The management process suggested in this part of the handbook strongly emphasizes a philosophy of first getting control to ensure problems are not so compounded at an early stage that they become overwhelming. This requires careful analysis of existing conditions, identification of the nature of pending growth, and setting standards to control new development. Be convinced of the importance of these "planning" activities. They will set the stage for community quality and costs of services for years ahead. The most efficient and effective government administration possible cannot lower the costs arising from poorly planned physical systems. The layout and design of your community, the timing and location decisions of development, and the terms on which development occurs will very nearly predetermine your annual capital budgets for years to come. If the costs are too high, your community will have to accept a lower quality of life than you deserve.

GPO Dept. of Interior

Churches

Forest Service

.EW DOT EPA BLM State Agencies

School Board

Board of Realtors

County Commissioners

Tax Assessor USDA

mber of Commerce

Dept. of Commerce

ax Assessor

School Board

ERDA

Dept. of Interior

Board of Realtors

Lions

Rotary

Chamber of Commerce

City Council

Kiwanis

Soil Conservation Service

Bureau of Reclamation

Co-ops

League of Women Voters

Kiwanis

Soil Conservation

DOE

State Agricultural Board

USGS

VA

Co-ops

State Legislators

American Legio

YMCA

Corps of Engineers

State Agricultural

City Counci

County Commissioners

Department of Interior

Soil Conservation Service

NEA

Girl Scouts

4-H

Bureau of Reclama

State Agricultural Bo

YMCA

Boy Scouts

Forest Se

YWCA

4-H

Department of Commerce

Girl Scouts

BLM

American Legion

El

Corps of Engineers

USDA

ACLU

SBA

Action

17 Identifying Required Resources and Capabilities

Managing community impacts caused by growth requires many positive actions. Business as usual will not work, nor will leaving everything to the local government. The sheer volume of activity will require changes in procedure, numbers of employees and commitment of resources. Efficient organization of activities will become much more important than before. In many cases it will be desirable to call on non-governmental resources for assistance.

While the citizens' committee is pursuing its activities (with local government participation), the local government (city and county) can begin organizing and planning strategies for dealing with existing and anticipated problems. Identify early the roles and responsibilities that local government and public agencies can most effectively assume, and areas where non-government resources might be able to help.

ORGANIZE A LIST OF EXISTING COMMUNITY NEEDS

The work contained in this chapter should be done by the government staffs. Obtain impact information from the Community Impact Committee. Where staff specialists exist in the various functional areas (utilities, finance, parks, etc.) assign these persons the review in their respective areas. Remember, the purpose of this exercise is to assess the general outline of the job to be done, and develop some ideas for priorities and getting help with the job ahead.

List all service areas which may require some action by the community as a whole. Refer to Column (1) on Table 17-1.

Summarize the information compiled by the citizens' committee (task forces) regarding the existing conditions and capabilities of present facilities and services for each service area. Be specific. Record this in Column (2) on the table.

Note existing problem areas in services and faciliities. There is no need to be highly technical at this point. Identify broad areas of concern. For example, "raw water storage is lacking," "library facilities are unavailable in the junior high school," "the sewage treatment plant is overloaded due to infiltration." Enter this in Column (3) on Table 17-1.

Avoid referring to national standards for public services except where mandated by law (e.g., sewage effluent standards). Try to tailor the statement of needs to the local situation and what will meet the local citizens' tastes and budget. However, don't trim the list of needs to meet estimated budget constraints. This will come later.

Focus on needs and desires being expressed by the existing population. Anticipated needs to serve new growth should be identified separately (see below).

ORGANIZE A LIST OF ANTICIPATED NEEDS TO SERVE NEW GROWTH

For each service area, judge the general nature and severity of the expected impact with rapid growth. Again, do not be overly concerned if you can't be highly specific or accurate. Coordinate this assessment of anticipated impacts with the work of the Community Impact Committee. Consider the timing of possible problems, long term effects, affected groups within the population, and so on. Record this information in Column (4) on the table.

Consider service area deficiencies that could develop with an acceleration in growth and identify where corrective measures will be required. Record this in Column (5) on the table. Show those needs arising with growth separately so that:

- Higher priority may be assigned projects needed whether or not growth occurs.
- You can consider financing arrangements that place the burden of paying for facilities only needed in the event growth occurs, on the new population.

IDENTIFY POTENTIAL SOURCES OF ASSISTANCE TO HELP IN MEETING THE COMMUNITY'S NEEDS

Consider as potential sources of assistance:

- Local governments and their existing advisory boards -- city, county, school, and local state-supported agencies
- Private companies -- particularly the energy related companies proposing to come into the community
- Service groups and organizations -- churches, YMCA, YWCA, 4-H, Chamber of Commerce, Board of Realtors, Co-ops, Kiwanis, Rotary, Lions, etc.
- State universities and community colleges
- State agencies geared to local assistance
- Federal agencies geared to local assistance, e.g., Soil Conservation Service; Housing and Urban Development; Health, Education, and Welfare; Environmental Protection Agency, Bureau of Land Management; Forest Service; Corps of Engineers, etc.

Consider non-governmental assistance other than complete provision of a service. Such help may be of value in:

- Assessing current performance
- Researching new needs that might arise with growth
- Planning the steps required to meet needs (current or growth impact) -- technical, manpower and financial
- Participating in the actual process of raising service levels
- Funding, management, and/or operation of services and facilities

CAREFULLY EVALUATE NON-GOVERNMENTAL SOURCES OF ASSISTANCE

Often non-governmental organizations cannot serve all citizens in the same manner. For example, an organization's primary objective may be earning profits, serving the interests of a particular community group (business people, ranchers, realtors) or serving spiritual or cultural interests. In spite of this, non-governmental groups may be able to meet all or part of the community's needs in a given service area. For instance, recreational needs may be largely supplied by the local YMCA, church groups, and the U.S. Forest Service.

In approaching non-governmental involvement in providing for community service needs:

- Be sure to identify special interests at the outset.
- Recognize that local governmental involvement may be required to ensure all citizens have access to services provided to special groups by private or quasi-public organizations.

TABLE 17-1: COMMUNITY NEEDS AND POTENTIAL SOURCES OF ASSISTANCE

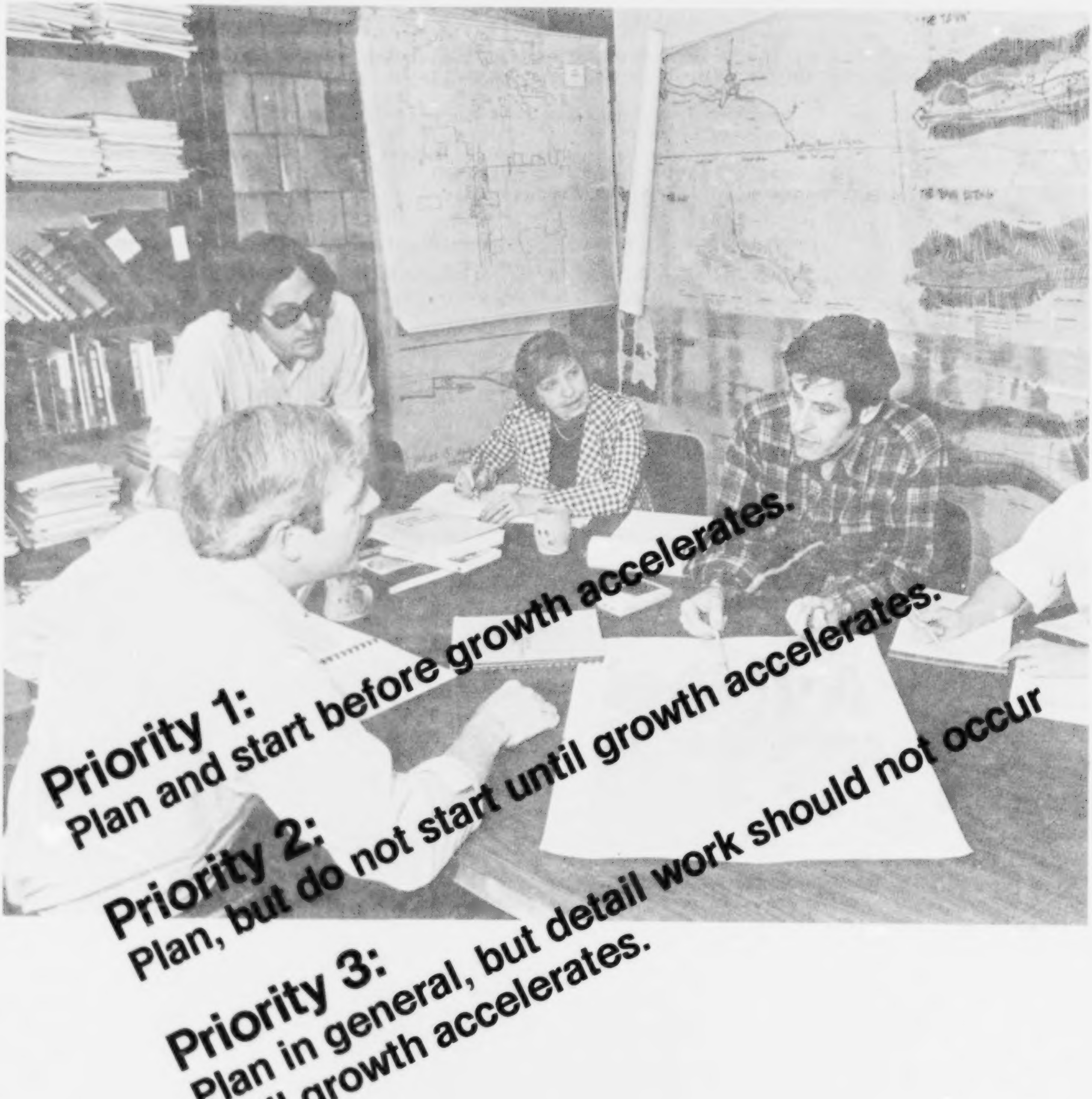
	Existing Status	
(1) SERVICE AREA	(2) PRESENT CAPACITIES/ CONDITIONS	(3) PRESENT NEEDS
EDUCATION		
Elementary School	• capacity of school is 1600; currently there are 1650 students • 40 teachers currently; average class size is 40; classes are crowded • one school is 80 years old	• schools are over their capacity; nee 26 more teachers • remodel school
Junior High	• capacity of school is 800; currently there are 750 students • 32 teachers currently; average class size is 24 • no other programs exist • school has one multi-purpose field	• school has excess capacity; no problem in absence of growth • no problem unless growth occurs • spec education program lacking • need baseball field
Senior High	• capacity of school is 750; currently there are 740 students • 20 teachers currently; average class size is 37; classes are very crowded • one small library exists	• school near capaci • need 11 teachers n • need new library
POLICE . . .		
FIRE . . .		
HOSPITALS . . .		
HOUSING . . .		
PARKS . . .		

	Anticipated Status		
(3) PRESENT NEEDS	(4) ANTICIPATED GROWTH IMPACT	(5) NEEDS WITH GROWTH	(6) POTENTIAL SOURCES OF ASSISTANCE
• schools are over their capacity; need 26 more teachers • remodel school	• 153 new students (6 classrooms) • 6 new teachers • one school cannot handle new students	• expand capacity by at least 200 students to meet demand • 32 new teachers • remodel and expand school	State Department of Education; U.S. Department of Health, Education and Welfare; State University; State University Extension Service; State Education Association; Economic Impact Office
• school has excess capacity; no problem in absence of growth • no problem unless growth occurs • special education program lacking • need baseball field	• 127 new students • need 5 new teachers • will need counselor • need new tennis courts	• expand capacity by at least 70 students to meet demand • 5 new teachers • special education and counselor badly needed • need tennis courts and ballfield	
• school near capacity • need 11 teachers now • need new library	• 127 new students • need 5 new teachers • need security guard	• expand capacity by at least 70 students to meet demand • 16 new teachers • need library and security personnel	

- Exercise care not to overestimate the ability of non-governmental organizations to provide public services on an ongoing basis. Only so long as the organization's own goals are being achieved will a public interest also be served. If a private golf course operation ceases to be profitable, such a service may be cut off.

- Realistically evaluate the resources actually available to non-governmental groups to accomplish what is expected. Good intentions alone may not suffice. If services are started outside of local government and cannot be continued, the government may have to take over responsibility, even though the service priority is not high relative to other needs.

- Based on the preceding evaluation, list the organizations in Table 17-1, Column (6) which may be willing and able to provide some assistance in meeting the community's existing and anticipated needs. However, as only limited help can be anticipated, do not move to request help until you have determined priorities, as discussed in the following chapter.



Priority 1:
Plan and start before growth accelerates.

Priority 2:
Plan, but do not start until growth accelerates.

Priority 3:
Plan in general, but detail work should not occur until growth accelerates.

18 Setting Community Priorities

Once the general needs of the community are identified, it is essential to decide what requires attention first. A long lead-time to produce a given facility may dictate early action. Some actions can await population growth. Some actions can be planned and designed, and execution set aside until growth occurs, while some will need to be developed before growth will be able to occur.

Setting priorities guards against being caught short because timing or a required sequence of actions has been ignored. Priorities will also discipline your actions and provide a feeling of confidence that the community can get the job done. Critical points can be identified and mechanisms or checkpoints established to assure the community they will not be overrun by impacts before they are ready. For example, if you will need a year to build a sewage treatment facility and you only have a capacity to add 25 more taps now, you may want to ration the number of building permits until the new facility is completed.

All actions will not be in your control. For example, you may have to wait for outside funding before building a facility. If this is the case, you will quickly learn that you need a lever to assure that energy development and its attendant impacts do not occur before someone provides that outside funding. Events must occur in the proper sequence or you will always be playing catch-up. This requires that you not only know what you need, but when you'll need it.

ORGANIZE FOR SETTING PRIORITIES

Using Table 18-1 that follows, the inventory work of the task force groups, and the table of potential resources (Table 17-1 in the previous chapter), the local government, possibly with assistance from the Community Impact Committee, should begin to identify which programs to pursue in what order to meet the community's goals.

Although citizens, such as the heads of individual task forces, might make up a working group to help hammer out priorities, it is essential that the local government be seriously involved. In addition to local government's major responsibility in implementation, setting priorities will require certain technical information that can best be supplied by government personnel.

USE OF SIMPLE APPROACH TO SETTING PRIORITIES

Priorities can change as conditions change. For this reason, the community should not lock itself into an inflexible position which cannot respond to new developments. Keep in mind that assigning priorities does not necessarily commit the community to major expenditures. The financing problem will be raised later on. Above all, concerns with financing should not stand in the way of an honest appraisal of the community's needs and their relative importance.

Assign priorities to groups of projects as follows:

Priority 1: Plan and start before growth accelerates.

Priority 2: Plan, but do not start until growth accelerates.

Priority 3: Plan in general, but detail work should not occur until growth accelerates.

It will help to bear in mind that services or facilities usually follow a sequence of actions before they become realities. Each of these is a step in the process.

- Identification of the need/objectives
- Definition of the magnitude of the problem
- Analysis of system or facility alternatives to meet the need
- Planning considerations as to proper location, special needs, and support elements
- Design
- Funding
- Construction or provision of service

In setting priorities it may be desirable to move through the planning stage, and in some instances design. But because some facilities and services will only be necessary if growth actually occurs, design through construction may be able to wait until the uncertainty or risk is gone.

ASSIGN PRIORITIES

Consider the following items in developing the priority list:

- Desires of the existing citizens.
- Physical, financial, or institutional capacities of existing service systems in the community.
- Some project may be prerequisite to meeting another community need, e.g., expanding the water system may have to precede new housing development.
- Some projects require extended construction or public involvement leadtimes, such as providing sewage treatment facilities. (Refer to Table 18-1).
- The availability of financing may dictate the timing of an action or project. For instance, grant funding applications may require immediate action to be eligible.
- Preservation of certain natural features may require immediate action or be lost.
- Some tax measures must precede a rapid acceleration in growth in order to ensure the growth helps to pay for expanded facilities (tap fees, use tax, etc.).
- Community desires and support may dictate action on a given project, regardless of the anticipated growth impact.

Compile a list of community needs and actions which require attention, beginning with the highest priority and working to the lowest priorities.

In addition to the assignment of priorities, identify actions necessary to provide leverage to avoid premature impacts, e.g., a policy statement that site approval for a new mine should not be given until a new bypass road is constructed to keep traffic from bisecting a residential community.

Expose the priorities to the local governing bodies and the public. Be sure this is done with some explanation of the underlying reasoning. The local governing body need not formally adopt the priorities, but its input should be sought and its acceptance of the list obtained.

TABLE 18-1: URBAN SERVICE CHARACTERISTICS

	CAPITAL COSTS FOR FACILITIES			ANNUAL OPERATING COSTS			FINANCING				
URBAN SERVICES	HIGH	MODERATE	LOW	HIGH	MODERATE	LOW	GENERAL TAX REVENUES	INTERGOVERNMENTAL REVENUES	SPECIAL IMPRVMT. DISTRICTS	GENERAL IMPRVMT. DISTRICTS	DEVELOP CONTRIB TION
Schools	x			x			o	c,o			c
Police		x		x			o	c,o			c
Fire	x			x			o	c			c
Hospitals	x			x			o	c,o		c	
Health Services		x		x			o	c			
Ambulance Service		x			x		o	c			
Transportation:											
County Roads		x			x		c,o	c,o	c		c
City Streets:											
Local			x		x		c,o	c	c	c	c
Major Thoroughfare	x			x			c,o	c,o	c	c	c
Public Transit	x			x			c,o	c,o			
Airport	x				x		c,o	c,o			
Electricity	x			x			c,o	c			c
Gas	x				x		c,o	c			c
Telephone	x				x						
Water	x			x			c,o	c	c	c,o	c
Sewer	x			x			c,o	c	c	c,o	c
Flood Protection:											
Major Tributaries	x				x		c,o	c	c	c,o	c
Local Drainage Systems			x			x	c,o	c	c	c,o	c
Solid Waste:											
Collection			x		x		c,o	c			
Disposal		x			x		c,o	c			
Parks:											
Neighborhood			x		x		c,o	c		c	c
Community		x			x		c,o	c		c	c
Recreation		x			x		c,o	c		c	c
Housing	x				x		c,o	c,o			c
Welfare/Human Resources			x	x			c,o	c,o			
Library		x			x		c,o	c,o			c
General Administrative Service		x		x			c,o	c,o			
Cultural Facilities		x			x		c,o	c		c	
Governmental Bldgs.	x				x		c,o	c			c

c=capital cost   o=operating cost

*Priorities for Action: (1) Plan and design immediately--before new people arrive.
(2) Plan but start when people arrive.
(3) Plan in general--detail and development after people arrive.

Source: Briscoe,
Developme
mental P

R -	ALTERNATIVES						FISCAL SHORT-FALL CHARACTERISTICS		SERVICE SPONSOR						SI NO OF
	NON-PROFIT CORPORATION	USER FEES	PRIVATE UTILITIES	GENERAL OBLIGATION BONDS	REVENUE BONDS	LEASING	HIGH	LOW	CITY	COUNTY	STATE	FEDERAL	DISTRICT	PRIVATE	CA
	c			c		c	x						x	x	
	c			c		c		x	x	x					
	c	o		c		c		x	x				x		
	c,o	c,o	c,o	c	c	c		x	x	x			x	x	
	c,o	c,o	c,o		c	c		x	x	x			x	x	
		c,o	c,o			c		x	x	x			x	x	
				c	c		x			x					
				c			x		x						
				c			x		x						
	c	c,o	c,o	c	c	c	x		x	x			x	x	
	c	c,o		c	c		x		x	x					
	c	c,o	c,o	c	c		x		x					x	
	c	c,o	c,o	c	c		x		x					x	
	c	c,o	c,o	c	c		x							x	
	c	c,o	c,o	c	c		x		x				x	x	
	c	c,o	c,o	c	c		x		x				x		
	c	c,o		c	c		x		x	x	x	x	x		
	c	c,o		c	c			x	x	x					
	c	c,o	c,o	c	c	c		x	x	x				x	
	c	c,o	c,o	c	c	c		x	x	x				x	
				c				x	x				x		
				c				x	x	x			x		
	c	c,o	c,o	c	c	c		x	x	x	x	x	x	x	
	c	c,o	c	c	c	c	x		x	x				x	
								x	x	x	x				
	c	o		c		c		x	x						
							x		x	x					
	c	c,o	c,o	c	c	c		x	x	x				x	
						c		x	x	x					

Maphis, Murray, and Lamont, Inc., Oil Shale Tax Lead Time Study, prepared for Regional
nt and Land Use Planning Subcommittee of the Governor's Committee on Oil Shale Environ-
oblems, Denver, Colorado, 1974.

ERVICE SPONSOR				SIGNIFICANT NON-LOCAL FUNDING OPPORTUNITIES		LEAD TIME EXPANSION REQUIREMENTS		POTENTIAL OF BEING FINANCIALLY SELF-SUSTAINING		PRIORITIES FOR ACTION*
STATE	FEDERAL	DISTRICT	PRIVATE	CAPITAL	OPERATIONS	PLANNING	OPERATIONS	CAPITAL	OPERA-ATIONS	
		x	x		x	12 mo.	6-18 mo.			2
				x		6-12 mo.	6 mo.			2
		x				6-12 mo.	6-12 mo.			2
		x	x	x		12-18 mo.	12-24 mo.		x	3
		x	x		x	6-12 mo.	6 mo.		x	2
		x	x			6 mo.	3 mo.		x	3
					x	6 mo.	6 mo.			2
				x	x	3 mo.	6 mo.	x		2
				x	x	6 mo.	12 mo.			1
		x	x	x		6 mo.	6 mo.			2
				x	x	6-12 mo.	12 mo.		x	3
			x	x	x	6-12 mo.	6 mo.	x	x	2
			x	x	x	6-12 mo.	6 mo.	x	x	2
			x	x	x	6-12 mo.	6 mo.	x	x	2
		x	x	x		12 mo.	6-12 mo.	x	x	1
		x		x		12 mo.	6-12 mo.	x	x	1
x	x	x		x		12 mo.	12 mo.	x		2
				x		3 mo.	6 mo.	x		3
			x	x		3-6 mo.	3-6 mo.	x	x	3
			x	x		6 mo.	3-6 mo.	x	x	2
		x		x		3-6 mo.	3-6 mo.	x		3
		x		x		6 mo.	6-12 mo.			3
x	x	x	x			6 mo.	3-12 mo.		x	3
			x	x	x	12-18 mo.	12 mo.			1
x					x		3-6 mo.			3
						6-9 mo.	6-18 mo.			3
					x		3-6 mo.			1
			x			6-12 mo.	12 mo.		x	3
						6-12 mo.				3

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19 Determining Governmental Functions

Local government may play many different roles in meeting the community's needs. It may directly produce and distribute services. It may solicit certain services from private companies or other governments. It may assist and support these sources, perhaps financially or by providing information or expertise. Or it may organize or facilitate service development and operation by others.

Determining appropriate roles of local government bodies and of alternative institutions, is a decision of the elected officials. It should be based on widespread citizen participation and understanding of governmental and non-governmental capabilities.

STRATEGY

Avoid the notion that the local government must directly provide for all the community's collective needs. Keep in mind the information on sources of assistance recorded on Table 17-1 above.

- View the local government's job as one of organizing the supply of services, not necessarily always being the provider.
- Recognize local resources and private sources of services.
- Keep in mind that the local government may be forced to provide certain services that cannot be obtained from any other source.

Make every effort to maintain continuing involvement of the citizens' committee, other government agencies (town with county and vice versa), and the school board. Coping with growth requires a united front.

- Such efforts can avoid overlap, duplication, and wasted funds.
- Joint support can carry more weight with the energy companies, the state, and the Federal Government.
- Citizens are more apt to support a joint front than an "everybody do his own thing" effort.

REVIEW LOCAL GOVERNMENT CAPABILITIES

The types of activities involved in supplying community services are remarkably diverse. Included are tasks of planning, research, administration, engineering, utilities management and operation, and services to the public. In the process of determining governmental functions, consider:

- The local government's ability to recruit and hold persons qualified to properly execute the required functions.
- The local government's ability to expand its financial base. Can new taxes be levied? Can fees be charged for services provided?

Remember that a government is usually more effective than other organizations in obtaining grants and loans from higher levels of government.

The governmental powers of licensing, regulation, and taxation may be used to achieve public goals without direct involvement by the government in providing a service. For instance, many electric utilities are privately owned and operated, but regulated by a public body.

Recognize that all organizations tend to become more bureaucratic as they increase in size. If a service can be provided privately at an equitable cost to the citizens, this may be preferable to the local government having to assume more personnel costs and overhead.

Keep in mind the ability of local government to respond to citizen concerns. It is typically more accessible than non-governmental organizations.

DETERMINE GOVERNMENTAL AND NON-GOVERNMENTAL FUNCTIONS

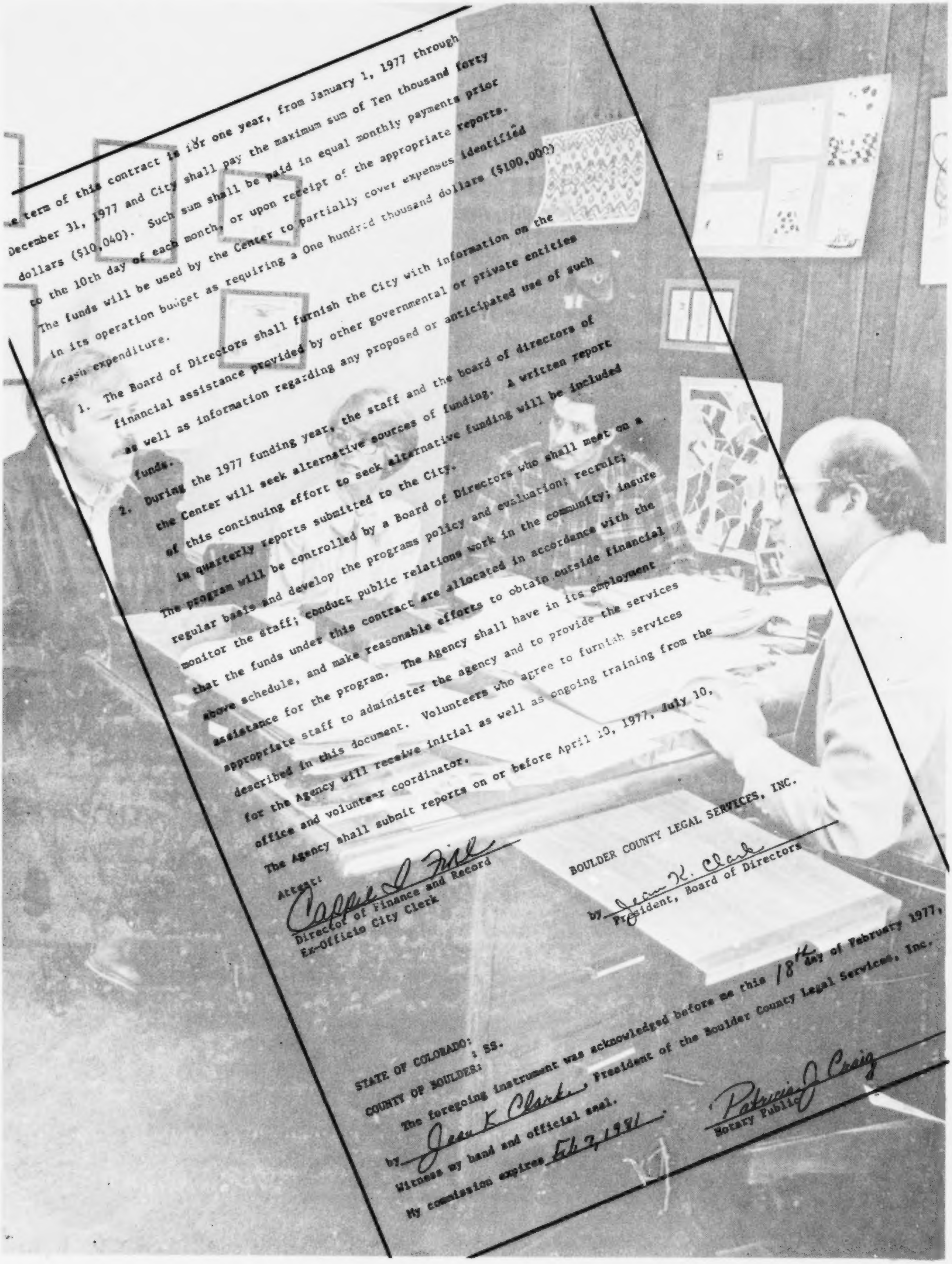
Review the inventory of non-governmental resources developed above. Review the list of priorities.

For each service, identify the logical roles of each government agency as well as each available non-governmental organization. Recognize that the local government must play the lead role in many areas, and be ultimately responsible for assuring the community's goals are pursued in all service areas.

Review organizational structure and anticipate change.

- Changes will occur as staff and programs are added.
- A key consideration is hiring a professional administrator or manager to orchestrate the community's functional operation during the growth years. If a sufficient size is reached, he/she will likely continue after the boom has passed.

Expect to pay governmental salaries which will attract and hold professional people with experience for key positions. This is difficult to accept in areas where local salaries may traditionally be low for government employees. But you are seeking people from a national market such as city managers, finance directors, or city planners. Large sums of money that will be spent on facilities and services and the importance to the community of getting the best advice possible to avoid degrading its lifestyle requires trained people. Hiring uninformed, well-meaning amateurs will prove to be a very expensive decision in the long run. Ideally, someone with local or regional ties who also has the necessary expertise can be hired.



e term of this contract is for one year, from January 1, 1977 through December 31, 1977 and City shall pay the maximum sum of Ten thousand forty dollars ($10,040). Such sum shall be paid in equal monthly payments prior to the 10th day of each month, or upon receipt of the appropriate reports. The funds will be used by the Center to partially cover expenses identified in its operation budget as requiring a One hundred thousand dollars ($100,000) cash expenditure.

1. The Board of Directors shall furnish the City with information on the financial assistance provided by other governmental or private entities as well as information regarding any proposed or anticipated use of such funds.
2. During the 1977 funding year, the staff and the board of directors of the Center will seek alternative sources of funding. A written report of this continuing effort to seek alternative funding will be included in quarterly reports submitted to the City.

The program will be controlled by a Board of Directors who shall meet on a regular basis and develop the programs policy and evaluation; recruit; monitor the staff; conduct public relations work in the community; insure that the funds under this contract are allocated in accordance with the above schedule, and make reasonable efforts to obtain outside financial assistance for the program. The Agency shall have in its employment appropriate staff to administer the agency and to provide the services described in this document. Volunteers who agree to furnish services for the Agency will receive initial as well as ongoing training from the office and volunteer coordinator.

The Agency shall submit reports on or before April 10, 1977, July 10,

Attest: Cappie L Fihl
Director of Finance and Record
Ex-Officio City Clerk

BOULDER COUNTY LEGAL SERVICES, INC.
by Jean K. Clark
President, Board of Directors

STATE OF COLORADO:
: SS.
COUNTY OF BOULDER:

The foregoing instrument was acknowledged before me this 18th day of February 1977, by Jean K Clark, President of the Boulder County Legal Services, Inc.

Witness my hand and official seal.

My commission expires Feb 7, 1981.

Patricia J Craig
Notary Public

20 Coordinating Non-Governmental Groups

Implementation of the community's plans should be organized and systemized. Of utmost importance in efficiently carrying out the community's desires is a clear definition of who is responsible for what actions. The local government must play the major role in meeting this requirement. In cases where the local government is not actually the provider of a service, it should be responsible for ensuring the services meet the community's goals and standards.

STRATEGY FOR COORDINATING NON-GOVERNMENTAL GROUPS

Clearly identify what is expected from the non-governmental groups. Keep in mind the limited capabilities of such groups. Use their strengths.

Put in writing just how such a group will relate to the government. A contract is the best approach, though often a letter of agreement or understanding will suffice and is less formal and expensive. Refer to Appendix D for examples of agreements with non-governmental groups.

FOLLOW A FEW SIMPLE RULES WITH NON-GOVERNMENTAL GROUPS

Do not delegate unimportant tasks. Make-work jobs will turn people off.

In the event public monies or other resources or actions are necessary for completion of the task, the party (parties) with primary responsibility should work within the government's normal system for decision-making and control.

Whenever responsibilities for meeting a community's needs are assumed by non-governmental groups, the local general government must be prepared to respond to their requests or recommendations for action.

Delegation of tasks without follow-up will kill community interest, raise suspicion of the local government, and in general, render delegation ineffective. The government need not agree with recommended actions, but must give them a hearing and respond intelligently.

When tasks are delegated, the general government must communicate significant events and developments to the non-governmental groups.

- The government will likely know first about happenings which might affect the groups' work or implementation of their recommendations.
- For best communication, assign some governmental staff to act as a liaison with the citizens' groups.

Beware of accepting assistance from non-governmental groups when you can anticipate that such assistance will be short-lived. In such cases, the local government may eventually be forced to accept responsibility and costs for the service.

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21 Getting Control

In a region being impacted by energy development, the extent of government controls over private development is of major concern. Most area residents would like to avoid such things as zoning, building codes, or subdivision regulations. As long as growth doesn't occur, most communities can continue to operate without these restrictions on their lives. Arguments from "the Constitution" to "World Wars were fought to preserve these freedoms," to "communism" are raised when governmental regulations are proposed. But if growth begins, the community which lacks standards and development regulations will pay a dear price. Controls are usually proposed and adopted when the problem has gotten so bad that citizens demand these steps. This is too late. It's hard to move a mobile home park out of the flood plain after it's occupied.

Before development begins, carefully review what you want to preserve, protect, avoid, as well as what you want to see happen in a positive view. Then draft codes and policies that support these goals. The new growth that occurs will largely be the work of developers and financiers who live outside the area. Their primary concern will be, "Does it return a profit?" -- not whether or not the community's values, traditions, and way of life are served. The conscientious developer will be at a disadvantage competing with the fly-by-night operation unless the community sets down guidelines and standards for all to meet. Promoters and developers will supply the market with products they know from other areas. Visit the early mobile home parks in Gillette and Rock Springs, Wyoming, or Grants, New Mexico. Did these areas add to the community or provide more than minimum shelter to the occupants? You can avoid this!

STRATEGY FOR GETTING CONTROL

Identify what is important to preserve in your area. Much along these lines will have been accomplished in the course of the task force studies throughout the community involvement process.

Identify the types of controls that might be significant. You may already have some, but can they insure the community's goals will be met under conditions of rapid growth and large scale development? Development control tools often used by communities include:

- Zoning or density and use controls
- Subdivision regulations
- Flood plain zoning
- Hillside development regulations
- Grading regulations
- Drainage regulations
- Construction permits
- Building codes
- Housing codes
- Occupancy limits
- Dedication requirements
- Sign codes
- Parking regulations

Identify what aspects of these controls would create problems for locally accepted habits or situations, e.g., farming or ranching practices. Be sensitive to avoiding control of situations that don't need it, e.g., construction of barns or ranch facilities that simply serve the ranch. Building permits for these structures should not be necessary unless state law dictates they are.

Involve local groups who will be affected by such controls (e.g., realtors, builders, agricultural interests, environmentalists, and administrators) in reviewing what is desirable and what is a concern for control. Remember you are preparing to control developments from sources who may not be sympathetic to your local life style or values.

STANDARDS

Development will occur whether there are standards or not. The question is what do you want new development to be? What requirements will be necessary to avoid future problems? Consider dust, pollution, living conditions, safety, preservation of community character, location of businesses and industries, location of junk cars of heavy equipment.

- Decide what is desirable about your community.
- Decide what is necessary and required by state standards to preserve health and safety.
- Decide how you want the residential, commercial and industrial areas to be if growth occurs.
- Decide what environmental concerns need protection if the demand for land for development increases.
- Decide who you want to pay for new growth, existing residents or newcomers.
- Decide if community appearance will be a concern if your town doubles in size.
- Decide if you want to avoid problems before they develop or will be willing to pay to correct them later.

Standards become the rules for development. They must be precise in an engineering sense and address the large variety of situations faced by designers, developers and builders. For instance, if it is a developer's responsibility to install local residential streets, he must be informed about standards for all design elements including right-of-way widths, utility easements, curb types, sidewalks, etc. Table 21-1 is an example of written standards for street construction. Figure 21-1 shows these standards pictorially.

Standards of all types have been adopted by communities throughout the country. Professional organizations like the American Society of Planning Officials (ASPO), the International City Management Association (ICMA), the National Recreation and Park Association (NRPA), the American Society for Public Administration (ASPA), and the American Water Works Association (AWWA) can supply you with models and references. The important thing to remember is that your standards must fit your own local goals and problems. Affected local groups can be very helpful in reviewing what is needed in your area.

The same standards must apply to all parties working in the community, public and private. The town government must avoid feeling that because it represents the public interest it can ignore adopted standards when it chooses. This will quickly result in a loss of respect for the standards by all parties.

If you have had few standards in the past, you may feel the need to act quickly in adopting standards in a number of areas. Rather than rushing in their development, proceed systematically. Refer to the priorities previously established, judge how responsive the community is to regulation, and avoid omitting the public input and process of localizing models.

CODES AND POLICIES

Many times, standards are formally adopted in the legislative process. Typically they are combined in codes that relate to building a subdivision, building in a flood plain area, constructing signage, etc. In addition, some standards are expressed as policies when it is not possible to write out precise, detailed requirements. Your community's efforts to accomplish its goals will depend importantly on codes and policies which express your standards and guidelines.

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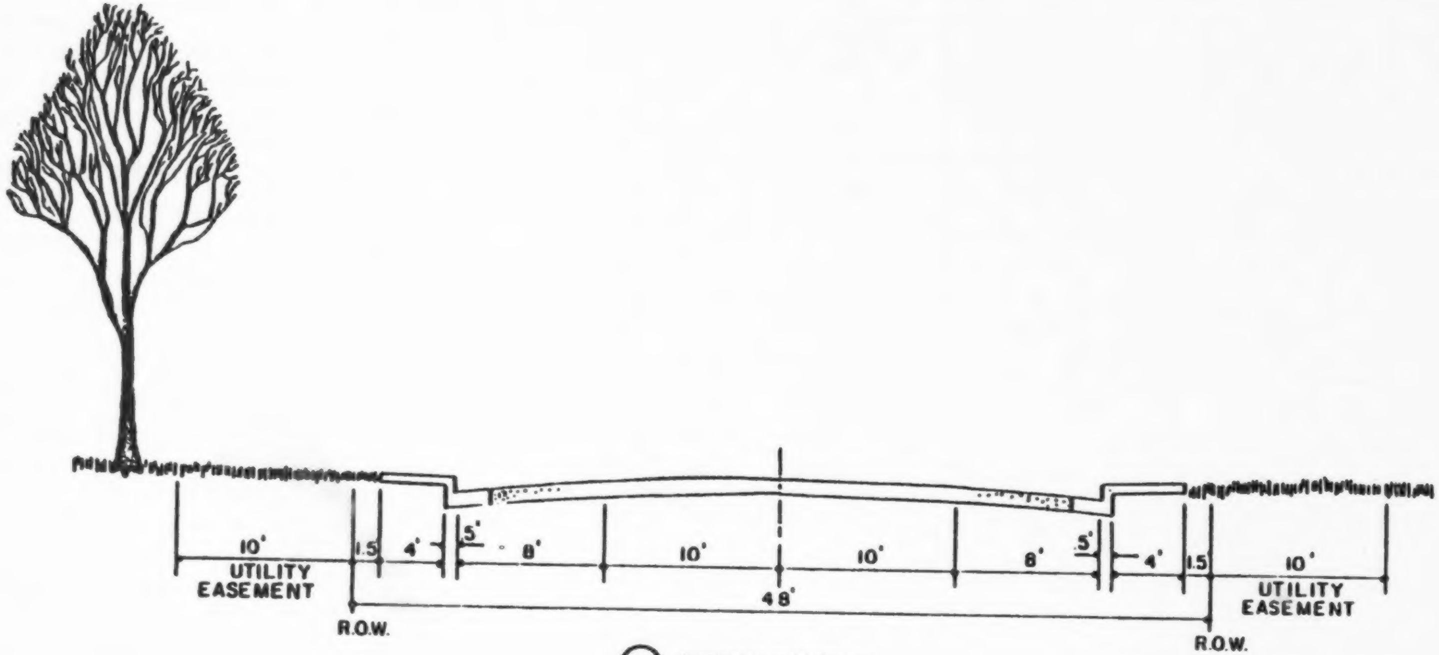
TABLE 21-1: STANDARDS FOR STREET CONSTRUCTION

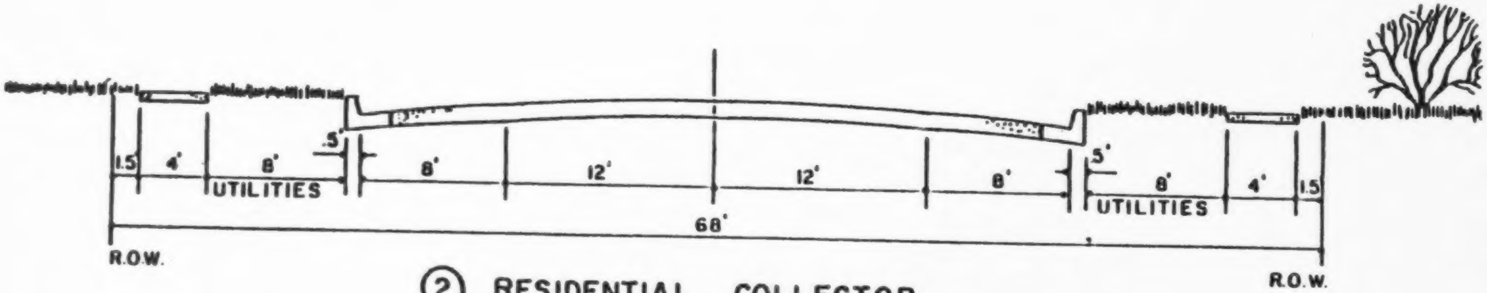
STREET DESIGN ELEMENTS

DESIGN ELEMENTS (in feet)	① RESIDENTIAL	② RESIDENTIAL COLLECTOR	③ COLLECTOR	④ COLLECTOR INTERSECTION w/MAJOR ST.	⑤ ARTERIAL	⑥ FREEWAY
RIGHT OF WAY +	++ 48'	68'	81'	98'	130'	200'
RIGHT OF WAY PLUS UTILITY EASEMENTS	68'	68'	81'	98'	130'	
UTILITY EASEMENTS	10' & 10'					
TRAVEL LANES	2-10'	2-12'	4-12'	4-12'	4-12'	6-12'
PARKING LANES	2-8'	2-8'				
MEDIAN				14'	14'	28'
PLANTING STRIP OR UTILITY AREA		2-8'	2-8'	2-8'	2-12'	2-30'
TRAFFIC FRICTION FACTOR OR SHOULDER			2-1-1/2'	4-1-1/2'	4-1-1/2'	2-10' 2-4'
CURBS	2-1/2'	2-1/2'	2-1/2'	2-1/2'	2-1/2'	
SIDEWALK	4' CURBWALK	2-4'	2-5'	2-5'	2-5'	
LATERAL CLEARANCE	2-1-1/2'	2-1-1/2'	2-1-1/2'	2-1-1/2'	2-1-1/2'	
MINIMUM RADIUS OF HORIZ. CURVE ON ℄	100'	250'	625'		1200'	2000'
MINIMUM INTERSECTION CURB RADIUS	20'	35'	AS REQ'D BY CITY ENGINEER	AS REQ'D BY CITY ENGINEER	AS REQ'D BY CITY ENGINEER	AS REQ'D BY CITY ENGINEER
MAXIMUM % OF GRADE	10 %	6 %	6 %	6 %	5 %	5 %

FIGURE 21-1: STANDARDS FOR STREET CONSTRUCTION


10'
UTILITY EASEMENT
1.5
4'
.5'
8'
10'
10'
8'
.5'
4'
1.5
10'
UTILITY EASEMENT
48'
R.O.W.
R.O.W.

① RESIDENTIAL


1.5
4'
8'
UTILITIES
.5'
8'
12'
12'
8'
.5'
8'
UTILITIES
4'
1.5
68'
R.O.W.
R.O.W.

② RESIDENTIAL COLLECTOR

Use available models and work with citizen task forces to develop a draft of codes and policies. Use college students for assistance.

If you have funds available, you may wish to use consultants to assist you. But know what you want to accomplish before you hire someone. You should be in control.

State technical assistance can help you create and review your standards and codes.

Follow these basic guidelines:

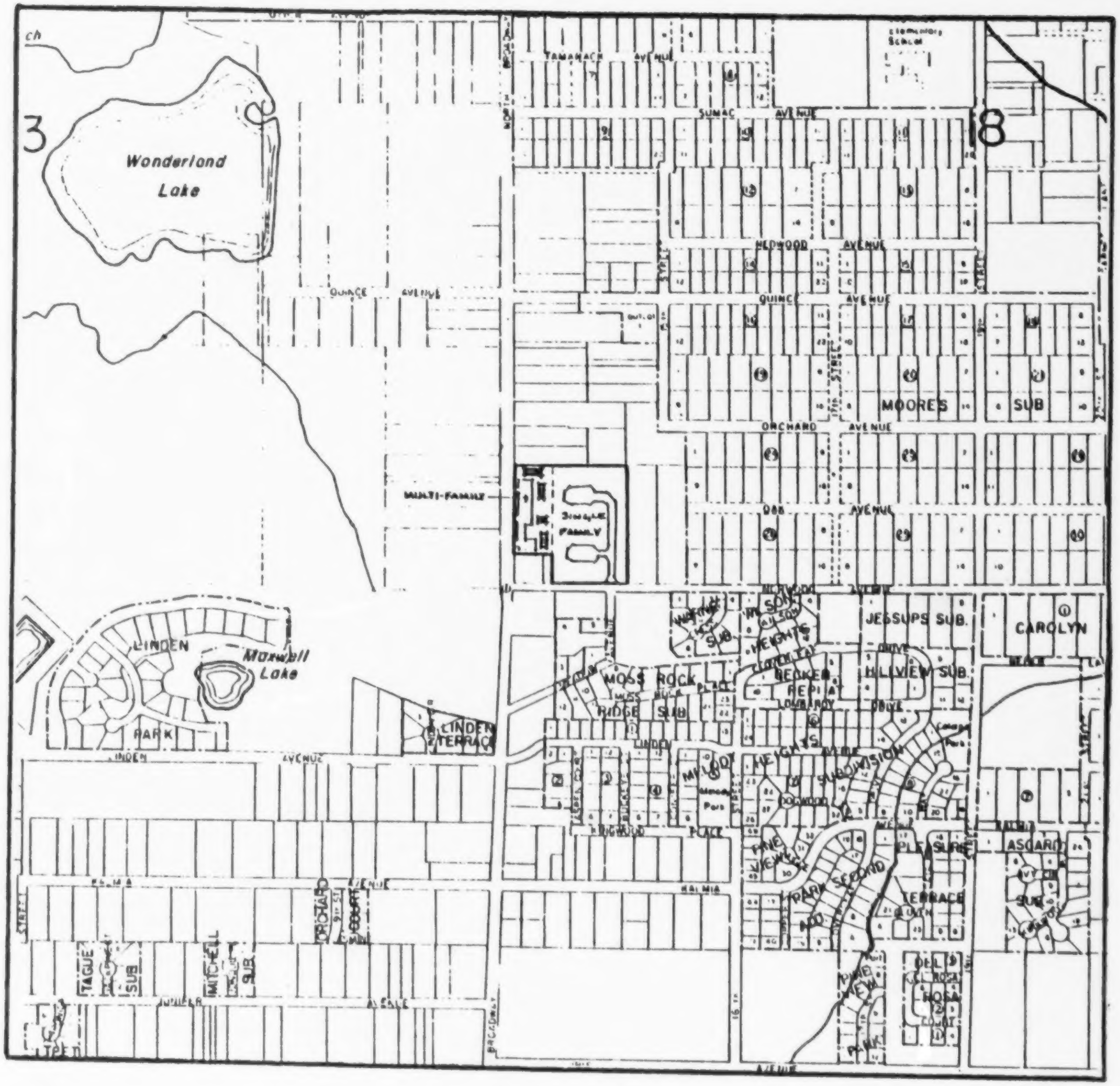
- Use model codes for ideas, but localize them. Keep your community's attitudes and goals in mind when drafting.
- Identify your objectives in adopting regulations.
- Remember, you want to set your terms for development. Recognize that minimums frequently become maximums, i.e., a 7000 square foot minimum lot will be what subdividers will plan as their basic lot size.
- There are differences between developed and undeveloped parts of the community. If you feel existing lot sizes are too small, you need not permit such sizes in potential development areas.
- Make sure the standards and codes complement each other and use the same definitions where appropriate, e.g., definition of a multiple family unit.
- Know why each standard is needed and why you are setting a given size, quantity or amount.
- Try to coordinate standards among communities in the area and the county. It makes little sense to require a 60' collector street in the town and a 50' collector for the county.
- Make sure the process and requirements are as straight-forward as possible and can be handled administratively.
    - ☐ Build time limits into the codes so local governments will have to act on requests for review within a reasonable time.
    - ☐ List what information should be submitted by developers and require that it be provided far enough before public review that staff or a consultant can review it and prepare a written recommendation to the review board. Refer to Appendix E for examples.
    - ☐ Use illustrations, examples of standard forms, tables, and graphics to demonstrate what you are striving for. Figures 21-2, 3 and 4 are examples of a Subdivision Pre-application Sketch Map, a Preliminary Plat and Location Map, and a Final Plat; Figure 21-5 provides an example of the type of letter of credit which may be required to insure that necessary improvements are provided by a developer. If included as examples in your codes/regulations, communications will be simplified.

CONTROL OVER DEVELOPMENT IMPACTS

Key areas of development concern for local governments will relate to the community's goals. As an example, the following suggests the outlines of standards and policies for several possible areas of community concern.

To control the location and nature of development, identify where growth can best be accommodated and served at the least cost:

FIGURE 21-2: SUBDIVISION PRE-APPLICATION SKETCH MAP


Wonderland Lake
3
18
TAMARACK AVENUE
SUMAC AVENUE
REDWOOD AVENUE
QUINCE AVENUE
ORCHARD AVENUE
ODD AVENUE
MOORES SUB
MULTI-FAMILY
Single Family
JESSUPS SUB.
CAROLYN
HILLVIEW SUB.
BECKER
MOSS ROCK
RIDGE SUB
LINDEN TERRACE
LINDEN
Maxwell Lake
PARK
LINDEN AVENUE
KALMIA
PLEASURE
ASGARD
TERRACE
PARK SECOND ADD
SUBDIVISION
ORCHARD
TAGUE SUB
MITCHELL SUB
JUNIPER AVENUE
BROADWAY

PRE-APPLICATION SKETCH MAP

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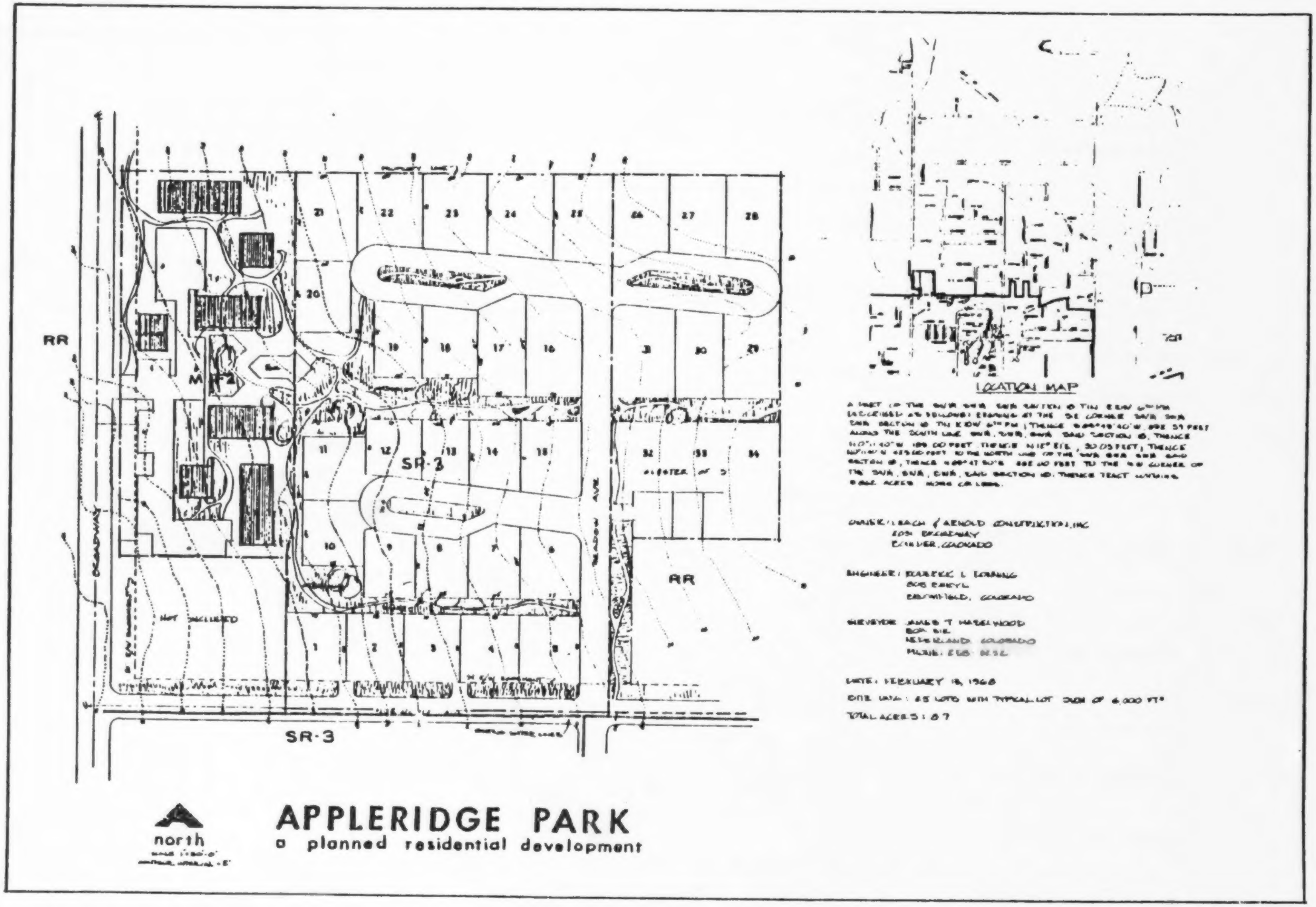
FIGURE 21-3: PRELIMINARY PLAT AND LOCATION MAP


RR
SR-3
SR-3
RR
MEADOW AVE
BROADWAY
NOT INCLUDED
MF-2
1
2
3
4
5
6
7
8
9
10
11
12
13
14
15
16
17
18
19
20
21
22
23
24
25
26
27
28
29
30
31
32
33
34
LOCATION MAP
OWNER: LEACH & ARNOLD CONSTRUCTION, INC
ENGINEER:
SURVEYOR: JAMES T HAZELWOOD
COLORADO
DATE: FEBRUARY 18, 1968
SITE DATA: 85 LOTS WITH TYPICAL LOT SIZE OF 6,000 FT²
TOTAL ACRES: 87
north
APPLERIDGE PARK
a planned residential development

PRELIMINARY PLAT & LOCATION MAP

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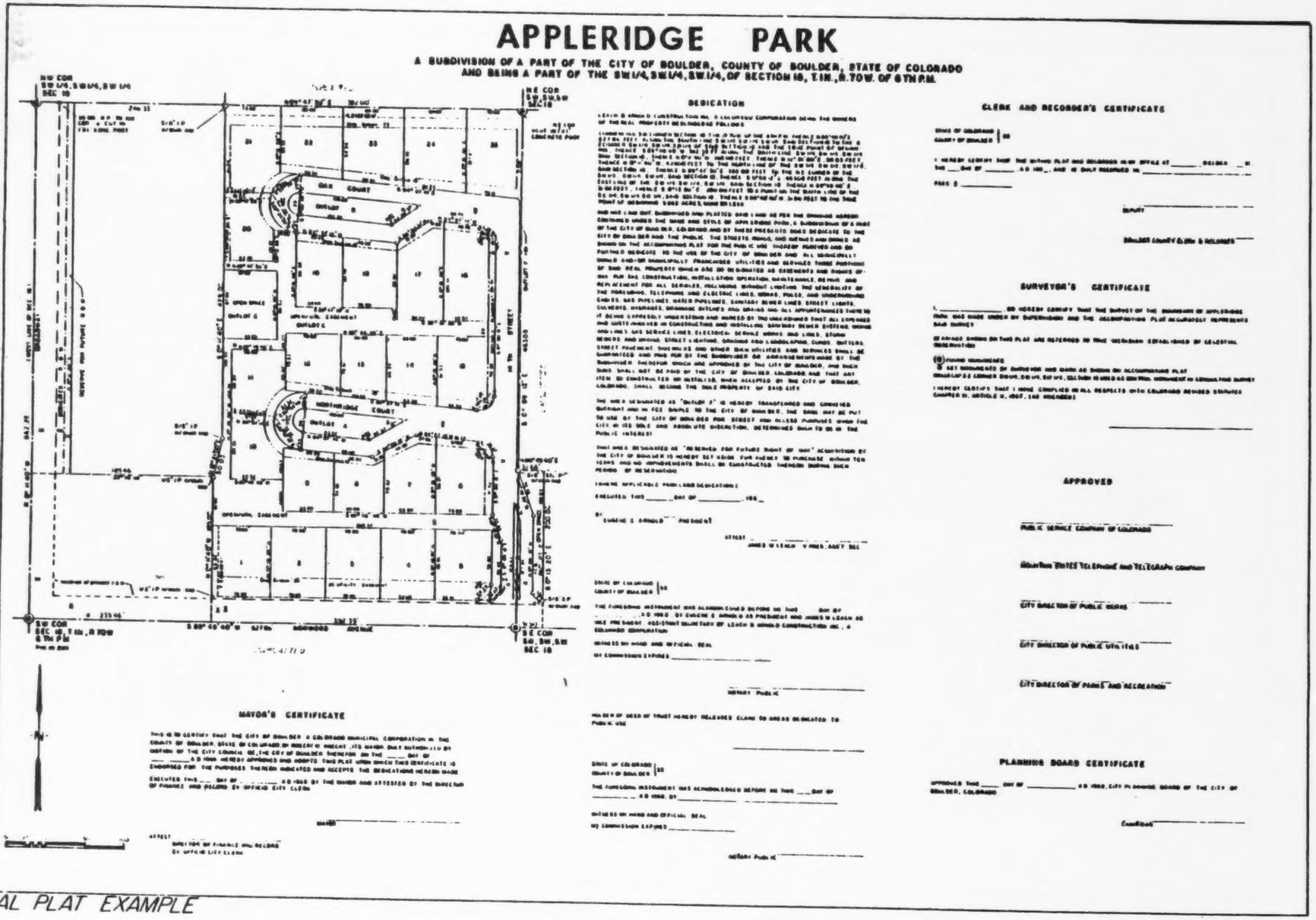
FIGURE 21-4: FINAL PLAT



APPLERIDGE PARK

A SUBDIVISION OF A PART OF THE CITY OF BOULDER, COUNTY OF BOULDER, STATE OF COLORADO
AND BEING A PART OF THE SW1/4,SW1/4,SW1/4, OF SECTION 18, T.1N.,R.70W. OF 6TH P.M.

DEDICATION

CLERK AND RECORDER'S CERTIFICATE

SURVEYOR'S CERTIFICATE

APPROVED

PUBLIC SERVICE COMPANY OF COLORADO

MOUNTAIN STATES TELEPHONE AND TELEGRAPH COMPANY

CITY DIRECTOR OF PUBLIC WORKS

CITY DIRECTOR OF PUBLIC UTILITIES

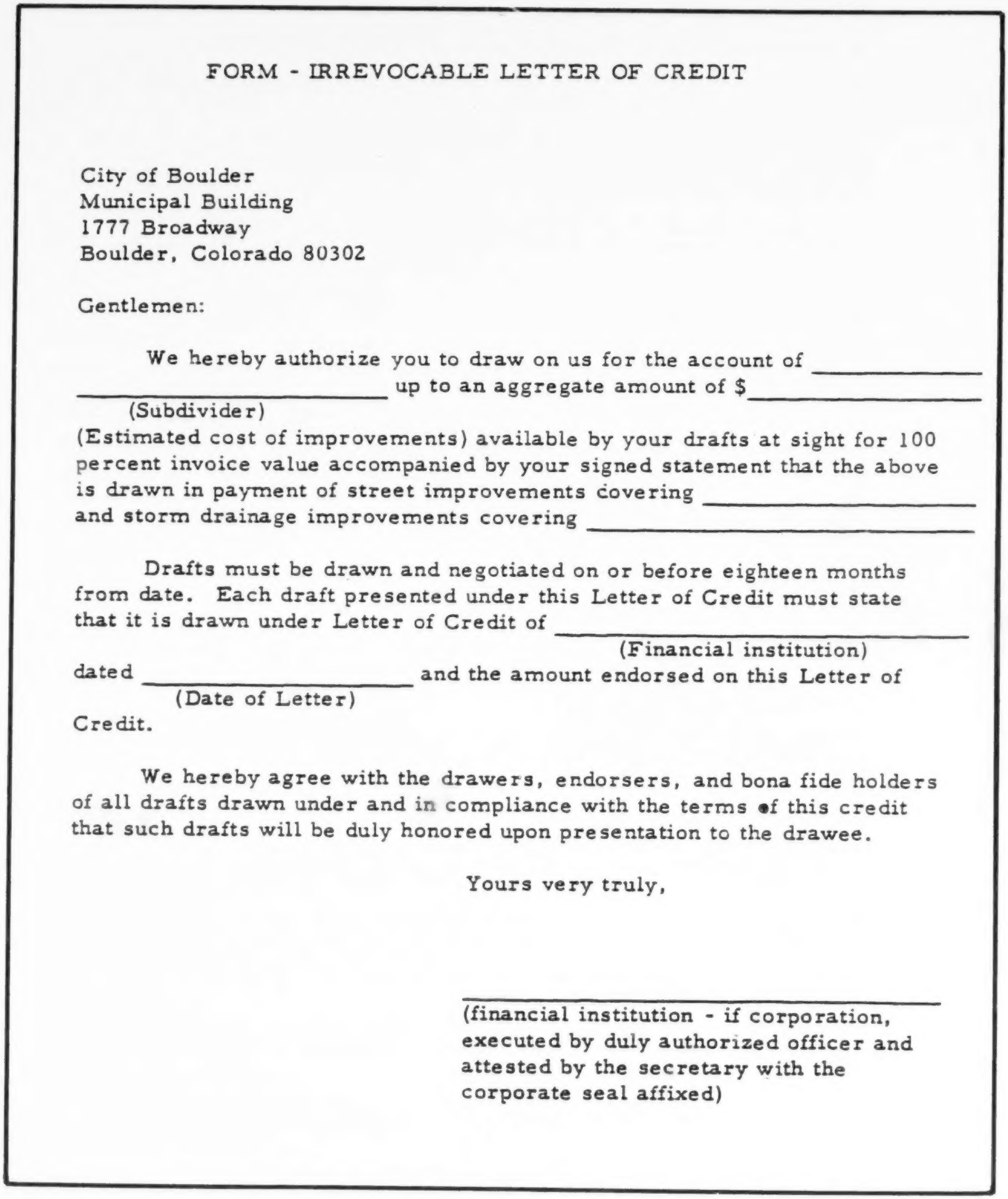
CITY DIRECTOR OF PARKS AND RECREATION

PLANNING BOARD CERTIFICATE

MAYOR'S CERTIFICATE

FINAL PLAT EXAMPLE

FIGURE 21-5: LETTER OF CREDIT



FORM - IRREVOCABLE LETTER OF CREDIT

City of Boulder
Municipal Building
1777 Broadway
Boulder, Colorado 80302

Gentlemen:

We hereby authorize you to draw on us for the account of ______________ ______________ up to an aggregate amount of $______________
(Subdivider)
(Estimated cost of improvements) available by your drafts at sight for 100 percent invoice value accompanied by your signed statement that the above is drawn in payment of street improvements covering ______________ and storm drainage improvements covering ______________

Drafts must be drawn and negotiated on or before eighteen months from date. Each draft presented under this Letter of Credit must state that it is drawn under Letter of Credit of ______________
(Financial institution)
dated ______________ and the amount endorsed on this Letter of
(Date of Letter)
Credit.

We hereby agree with the drawers, endorsers, and bona fide holders of all drafts drawn under and in compliance with the terms of this credit that such drafts will be duly honored upon presentation to the drawee.

Yours very truly,

____
(financial institution - if corporation, executed by duly authorized officer and attested by the secretary with the corporate seal affixed)

- Financially (public costs to serve)
- Social change to existing residents (won't dislodge)
- Environmentally (won't destroy critical areas)
- Economically (won't create threats to agricultural lands or water or to tourist or recreation areas)

Consider incentives to encourage development where you want it and of the type you want; e.g., extend trunk lines; plan schools, fire stations, or parks; create bonding powers for lower finance rates or tax rebates for low income units.

To control patterns of development, determine the pattern of development desired; do not allow a pattern to just happen. Possible patterns are:

- Contiguous to existing centers
- Scattered throughout the county
- Corridor along existing roads
- Corridor along river valleys

Recognize that all but the contiguous pattern have adverse budget effects for towns, schools and county governments. For example, they mean increased road maintenance, sheriff's patrol, school bus mileage and public facilities, loss of farm land, and increased potential for water pollution.

Once a desired pattern is settled on, use strategies, plans, controls, and expenditures to make it a reality. Tools to achieve the desired patterns are:

- Land use controls -- only permit specific uses in certain areas at desired densities.
- Annexation policies -- if town and county share the same viewpoint, require all urban type uses to annex to a community in order to receive approval to develop or receive water and sewer service.

To control the timing, quality and financing of services and facilities required by development, phase growth of service and facilities so residents' needs can be provided in a timely manner.

Require improvements in new developments to be constructed to your standards by the developer. For example, water and sewer lines, streets, and drainage materials should be constructed to the community's standards for size and location; regulate landscaping, open space, off-street parking, pedestrian ways, area provided for schools, hydrants, street lighting, and signs.

Require new growth to pay for itself to the fullest extent possible. Set charges to buy into existing systems or pay off required expansions. In utilities these are commonly called plant investment fees (PIF). These should cover capital costs (see Chapter 25 below on "Planning and Policies for Physical Facilities").

If there are existing neighborhoods with a character or tradition the residents wish to preserve, make sure your development controls reflect this concern.

Publicize community goals, plans and policy. Provide potential developers with written guidelines of what you want and how to process proposals. (See Appendix E.)

Keep governmental review times to the minimum necessary.

Use the goals, plans and policies as a basis for all decisions. If you differ from them in a recommendation, justify why it deviates. Legislative

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bodies and the public will soon accept the program and achievement of the community's common goals will be simplified.

INTERGOVERNMENTAL COORDINATION

A coordinated effort by all government bodies concerned is essential if the community is to effectively gain control of its future.

At the local level [illegible] communities [illegible] ability [illegible] by outside interests [illegible]

Consistency and cooperation on development controls and standards are important, or you will simply force the problems into the county or other communities.

Isolate existing regional problems and try to identify ways to solve them collectively, e.g., solid waste dumps operating poorly may be consolidated into a single, economic scale to permit efficiency.

Cooperation and support from state and federal interests is also critical. Local governments must make their collective interests and desires known and be active in shaping decisions made at other levels of government that will affect them.

LEGALITY OF DEVELOPMENT CONTROLS

To gain control over anticipated development, the community must develop and adopt local development controls. Developing local codes and guidelines is the biggest problem in areas of rapid growth. Either the community has controls and the county doesn't, or both have controls but they are not current with present development practice.

Existing state statutes can provide the community with standards to adopt or use as guidelines. Even though most states have adopted either permissive or required legislation on zoning, comprehensive planning, subdivision control, housing, planned unit developments, and other development related ordinances, many city and county attorneys are not conscious of trends in national legislation and court cases in land use and planning areas.

The process of developing local controls should be clear and should reflect the community goals.

- Begin with state statutes. Before drafting or copying model laws to control development, refer to the state statutes. Know what is possible. Do not just copy requirements to copy them. Ask why it is required.

- Use state advisory agencies for technical support and review. State planning agencies have developed model codes and can provide staff to meet with local governments. They will not draft codes for local governments but they can advise on what is needed.

- Carefully question advisors who say, "I think it is unconstitutional" or "I don't think you can do that." If they can't produce a legal case in your state and it seems like a good idea to you, try it. Draft it carefully and with clear intent in mind.

- Where possible, standardize regulations, standards, procedures and guidelines with neighboring governmental agencies. Time, cost, and confusion can be saved by bringing development requirements into conformity. The county and towns within the county should decide what is appropriate and jointly draft their requirements accordingly.

- Build in time limits and due process. Impose time restrictions on administrative reviews according to the staff's or consultant's ability to respond, to avoid added costs from unnecessary delays. If a local staff doesn't exist, use a consultant to review development proposals and charge the cost back against the applicant.

- Make sure all interested agencies have an opportunity to review development applications. School districts, state highway, local power companies, special districts, (i.e., fire, water, sewer, etc.) should be able to provide input on proposed development which may affect them.

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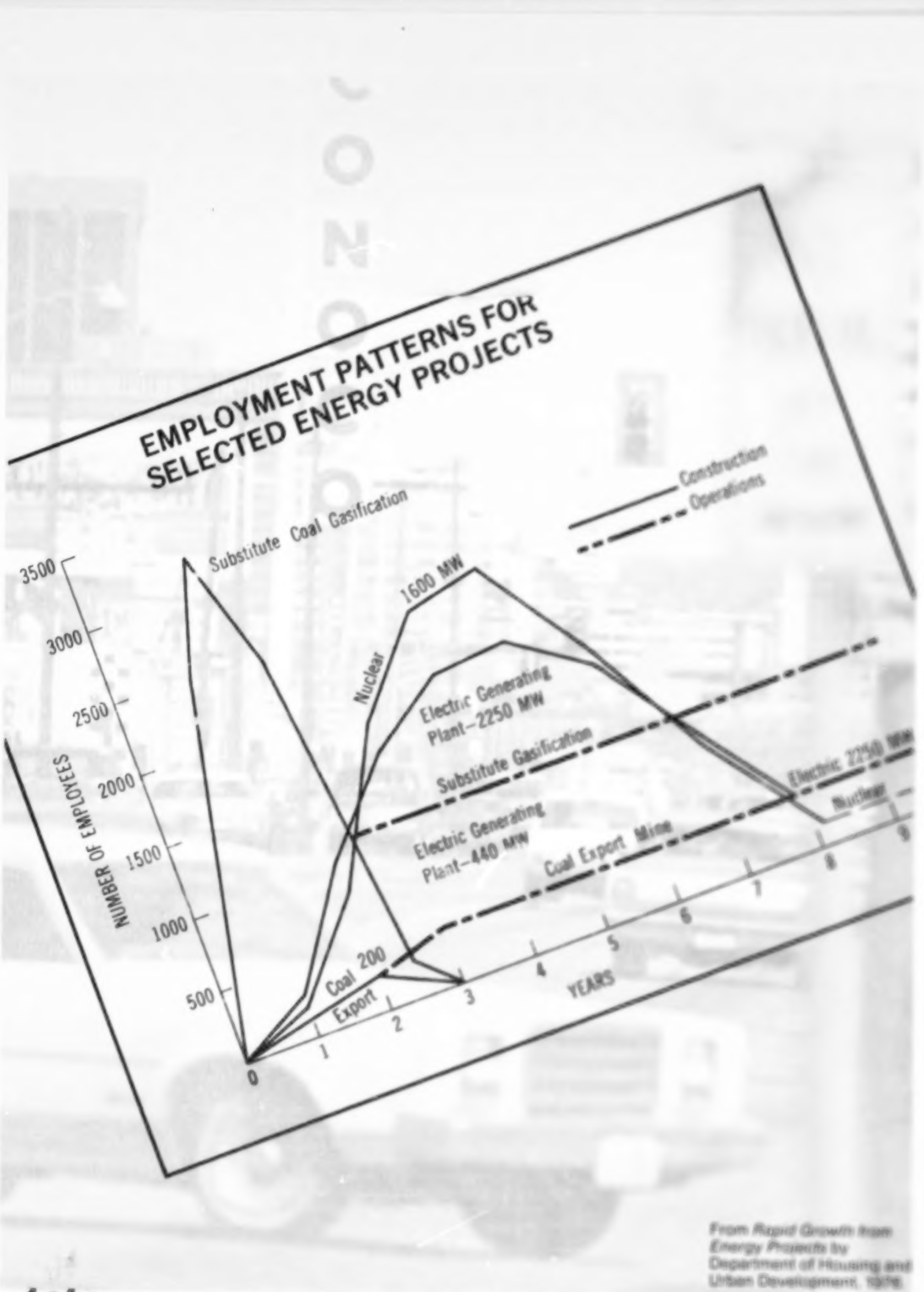

From *Rapid Growth from Energy Projects* by Department of Housing and Urban Development, 1976

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22 Assessing Details of Likely Impacts

In Part I, Chapter 2 of this handbook, a routine is provided for roughly estimating community impacts associated with various types of energy development projects. It is aimed at quickly estimating a first approximation of impacts. After the community has become more involved and some consensus developed regarding its goals and desires, the community's actions should proceed with the benefit of more detailed information on potential energy developments. This information should be compiled by the personnel within the local government who must prepare plans for dealing with the pending developments. This effort invariably is plagued by uncertainty and lack of specific information. It is seldom possible to pinpoint when and where the development will occur, levels and timing of employment, plant sizes and types of labor, where immigrants will locate, and so forth. Indeed, this is the reason that the community's efforts to cope with impacts must be viewed as an ongoing process of taking control rather than a single, one-time project of simply enlarging the community's capacity to provide expanded public services.

The primary purpose of finding out more detail of likely impacts is to assist the community in its own detailed planning and to bring to light strategies which might enhance the community's control over impacts. At this stage of the process, much information has been gathered about existing capacities and prospective problem areas. General information is sufficient to allow the community to set broad priorities. However, before specific plans, capital programs and budgets can be adopted, the most up-to-date and accurate data on possible energy developments must be collected.

EXCHANGE INFORMATION WITH THE ENERGY COMPANIES

Representatives of the energy companies who are planning work in the area should be brought into the process early. In so doing, they will become aware of the community's needs and problems.

- Actively seek to involve company representatives from each company that may become an energy developer in the area.
- Try to assign such representatives some meaningful role in the community growth management effort beyond that of simply providing information.

Recognize that the companies' plans frequently change. Develop informal contacts to keep up-to-date on changes. Avoid pressing for a single hard and fast projection. Rather focus on gaining an understanding of the factors being weighed by the company itself.

Attempt to inform the companies about the process of community development. Point out the leadtimes required in expanding community facilities and services.

Emphasize the benefits to the company of orderly community growth, thereby offering an attractive living environment for the company's employees.

SEEK TO UNDERSTAND THE ENERGY DEVELOPMENT PROCESS

Commitments by energy companies to multi-million dollar investments are always contingent on many factors, some beyond the companies' control. State and local permit requirements, federal subsidies, federal leases, projected energy prices and other market conditions all play a vital role.

For the type of developments likely to occur in your area, become familiar with the steps required of the energy companies before construction can begin.

- Plant siting permits
- Environmental impact statements
- Governmental plan approval

Learn as much as possible about the nature of the construction and operational phases. Where the development technology is not completely new, observe how similar developments have occurred elsewhere.

- Obtain available studies.
- Contact local officials in other locations where similar operations are underway.
- Talk with company representatives.

Attempt to obtain data on plant employment, wage scales, skill requirements, attraction of support industries, plant working conditions, employment turnover, employment stability, and other factors that may signal the level and characteristics of a population influx that might accompany energy development in a particular industry.

Where possible, correlate the above data with the scale of output. This will allow you to assess the impacts that might arise under a variety of assumptions about how large a development might occur in your area.

RECOGNIZE UNCERTAINTY

The energy companies are frequently unsure about just how development will occur until shortly before the start of construction.

Avoid the temptation of delaying action until the future becomes clear. This may be too late.

Identify points in the development process where the local community has the opportunity to raise problems regarding its needs and to seek assurances such needs are met before the development can continue.

To the extent possible, identify the range of impacts that might occur. Also note the possibilities in timing. This is vital for developing the community's plans and specific budget priorities.

ANALYZE IMPACTS

As you can see from the impact assessment routine provided in Part I, Chapter 2 of this handbook, the community's standards and plans will primarily dictate how the population growth translates into demands for community services. At this point, there should be a clearer picture of how the community desires to handle the growth and development. Goals will have been discussed in the community involvement effort, and standards will have been refined and developed. Use these to guide the assessment of impact.

The format provided in Chapter 2 may be used for the impact assessment, or in some cases computer programs are available from state sources. Don't hesitate to use more than one approach. Impact assessment is more of an art than science, and using different approaches will help illuminate the underlying uncertainty, and the potential different impacts that two different people might independently project.

Try to gain some understanding of the sensitivity of the projected needs in various service categories (education, housing, medical services, etc.) to different assumptions about the development. If plant location is not yet chosen, what difference might it make if various alternative locations are chosen? What if the development is delayed some period of time? How sensitive are community impacts to plant scale? Develop some of these effects can allow the community to articulate and negotiate what type of development is in its interest as opposed to other approaches which might be particularly difficult to handle.

Be aware of the effects which growth and development will have on the community's resource base. It is easy to see that certain sources of tax revenue will expand. But this should not be overplayed. Dollar shortfalls are usually predictable in the early years of development, and sometimes can be projected for years. Rather, consider opportunities that growth might bring for expanding non-tax revenues. Consider the opportunities for strengthening community organizations and their potential in helping to meet community needs. Consider the energy companies and their personnel and management expertise that might help serve the community. Consider state level offices aimed at assisting impacted communities. Identify federal programs for which an impacted area might be eligible. Look to private companies that might do business, and serve the community, in a growing area.

DEVELOP IMPACT PROJECTIONS

An idea of the anticipated impact is a necessary input to the subsequent planning processes (see following chapters on land use, facility and social planning). Planners in different functional areas should not be left to make their own assumptions about population growth, impact, timing, wage levels, social characteristics, etc. These should be consistent and understood by all participants before planning begins. Develop impact projections by assigning government staff (those who will be doing the plans), as a group to use the efforts of the citizen's committees, and the preceding work suggested in this chapter, to produce the necessary planning assumptions. The necessary data is identified in the chapters on planning that follow in this section.

Do not try for precision, but rather describe the most likely general scenario. Remember this is for planning purposes, and the most rigorous techniques cannot overcome the inherent uncertainty.

Put the various elements of projection into table form. That is, list population size by year from the date construction begins (year 0), amount of residential land, amount of park land, etc. Other items, such as number of housing units needed, may be included. See Table 22-1 for a sample layout.

TABLE 22-1: EXAMPLE OF PLANNING PROJECTIONS

PROJECTED POPULATION[*] AND LAND USE DEMAND

1974 - 1990

LONGMONT, COLORADO

POPULATION	1974	1975	1976	1977	1978	1979	1980	1985	1990
(Yearly) Increase	2797	3105	1983	2110	2246	2395	2552	9410	11,490
Totals	32,86	35,968	37,951	40,061	42,307	44,702	47,254	56,664	68,154

LAND USE DEMAND (In Acres)	1974	1975	1976	1977	1978	1979	1980	1985	1990	Total Land Demand
Residential	95	165	106	112	120	127	136	502	604	1967
Commercial	11	18	12	12	13	14	16	55	68	219
Industrial	1	16	11	12	12	13	14	50	62	205
Parks	11	19	12	13	14	14	16	58	70	227
Streets and Other Public	8	150	96	102	108	117	123	454	556	1793
Yearly Demand	21	368	237	251	267	285	305	1119	1360	4411
Existing Developed Area Jan. 1, 1974	37									
Projected Total Developed Acres	392	4288	4525	4776	5043	5328	5633	6752	8112	

[*] Source: The Institute of Regional Research and Planning, Ft. Collins, Colo.

23 Developing Liaisons

Whether your community is a town or county, actions of neighboring government units are going to affect you. For this reason, it is necessary to participate in regional decisions of the Council of Governments or regional planning agency, neighboring communities, and county, state and federal agencies.

The primary requirement is for the community to make its presence known and to be active in shaping decisions.

COMMUNICATE GOALS AND PLANS

Annual reviews will clarify policies and direction, and promote coordinated planning among neighboring government bodies.

The administration, advisory boards, and Council or Commission should annually review goals, direction, and priorities, and their relationships to regional concerns.

Areas of common regional concern can be considered at annual meetings of the City Council and administrative staff with those of neighboring towns.

The City Council and administrative staff should meet with County Commissioners and their key staff to review directions for the area. Request that the Commissioners support the community's goals in their actions on zoning, subdivision control, and control of the creation or expansion of special water and sewer districts.

Be clear as to where you encourage growth. Indicate publicly where services and utilities are available, and where and when extensions are proposed.

COORDINATE POLICIES

Wherever possible, reach out to solve past problems with other governments, developments or special districts

Develop mutually acceptable service boundaries with existing special districts.

Consider extending service to unincorporated areas having water or sewage problems, if such extensions will alleviate an existing problem and preclude the need for new districts.

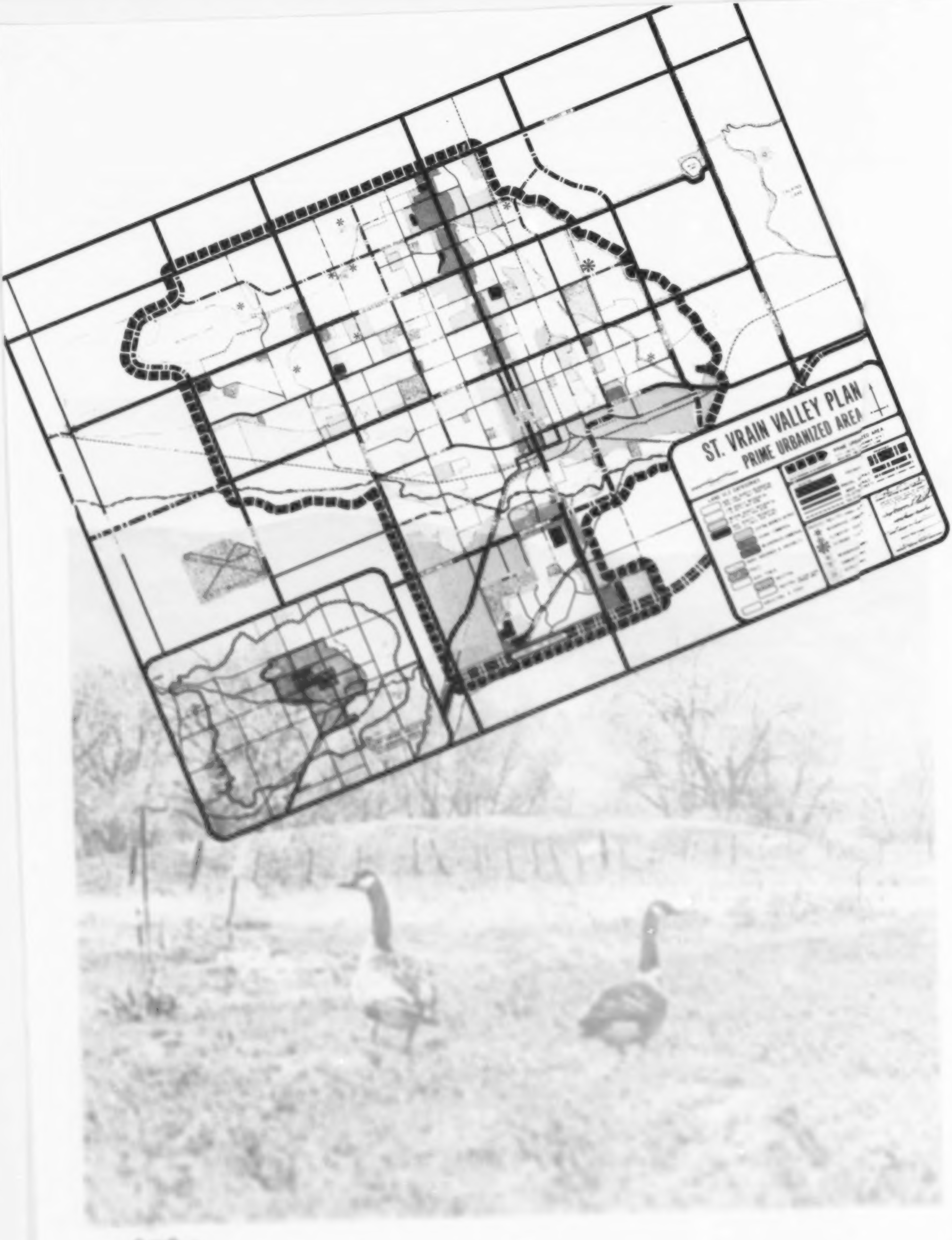
PARTICIPATION IN THE REGION

The city must make its presence known and be active in shaping area decisions.

Its representative should:

- Attend all meetings and take a position with these groups whenever an item requires comment.
- Comment on how items might affect the local Master Plan and the County's or region's goals and policies.
- Report monthly to the administration, advisory boards, and City Council. Use a memo of information and, where necessary, request a position statement for guidance.

Replace representatives whenever more than two meetings are missed. Name alternates.


ST. VRAIN VALLEY PLAN
PRIME URBANIZED AREA

24 Land Use Planning

Begin with nature. Assess your environmental setting. Where are hazardous areas or areas of critical environmental control? This will get you into your local economy as well. What areas are critical to ranching and farming? Be concerned about your arrangement of land uses. Assume the scale of new development is going to be much greater than anything you've had previously. Be concerned about the details, e.g., landscaping, traffic, pedestrian ways, densities related to building type, and convenience. Build in the amenities; don't try to add them later. Remember you're planning for people.

You will determine the character of your community by your initial decisions (or lack of them) for the next 20-30 years. Once built, subdivisions, streets, business areas, parks, schools, or industrial land uses are not going to radically change or relocate. A builder's equipment yard or a mobile home park will continue unless a phasing out plan was committed before the use began.

DEVELOP A BASE OF INFORMATION

You will need to collect available information about your community; check with state and local agencies and universities. In some cases, you will have to provide the information yourself. You should present the information both in written and map form. A base map, with topography, natural features and man-made features (such as roads and buildings) is essential. Develop a set of overlay maps containing information listed in this chapter. These maps will make it easier to consider all the information together. Make sure the maps can be reproduced.

Identify environmental resources, including hazard areas and critical areas. See Figure 24-1.

Hazard areas include:

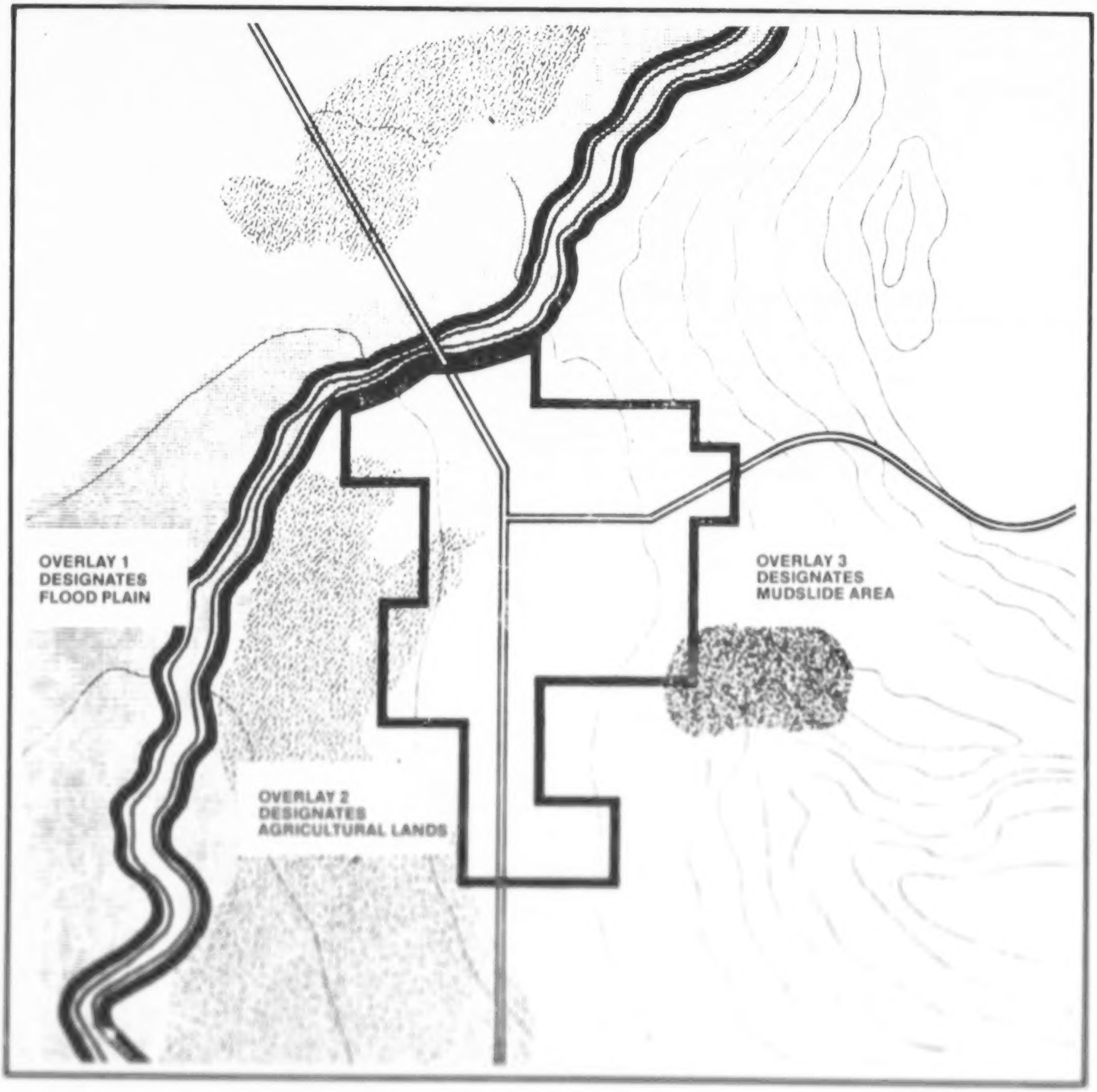
- Mined out land subject to settling
- Flood plains
- Unstable soils
- Unstable or steep slopes
- Other

Critical areas include:

- Aquifer recharge areas
- Lakes, streams, reservoirs
- Scenic vistas
- Wildlife habitat areas
- Historical sites
- Critical agriculture lands, e.g., bottom land that is needed
- Valuable groves of trees
- Irrigated farmland
- Truck farming lands
- Mineral resources including gravel if limited supplies
- Others

FIGURE 24-1: BASE MAP WITH OVERLAYS

Overlay Method


OVERLAY 1
DESIGNATES
FLOOD PLAIN
OVERLAY 2
DESIGNATES
AGRICULTURAL LANDS
OVERLAY 3
DESIGNATES
MUDSLIDE AREA

PLAN SERVICE AREAS

Service areas define areas where growth is projected to occur and services will be provided. These areas define the area of responsibility or area of domain for planning and service purposes. Service areas are necessary to plan future land use needs and facilities which will be required. City limits lines are not useful for this purpose because they are subject to change. Urban service areas will avoid conflicts regarding who will serve developments and will permit long range planning. Cities and the county should work together in this effort. Coordinate this effort with utility planning described in Chapter 25 on "Planning Physical Facilities."

Consider the following factors in delineating service area boundaries:

- Areas of least cost for sewer, water and drainage facilities;
- Local desires as to the size and character of the community;
- The areas in which planning decisions are being made;
- Ability and willingness to provide or make available adequate and economical, water, sewer, police and fire protection and other urban services;
- Housing needs by type, quantity and impact expected by the projected population growth;
- School needs and impact;
- Natural barriers such as critical and hazardous areas and man-made barriers to economical expansion of urban areas or service within urban areas;
- Eliminating or controlling further urbanization in areas where such urbanization would be hazardous because of geological, climatic or topographic conditions or to preserve natural open space areas; and
- Regional goals to preserve the agricultural economy by preserving prime agricultural land.

The size of the service area will vary with each community and in some cases, where growth is not anticipated, it may be determined on the basis of the location of existing facilities. A number of services areas may be identified in a county.

Once the area has been defined, the core city in the service area must develop -- and the county approve -- a comprehensive land use plan, service plans indicating location and level of service, service standards, and priorities for extension or phasing of services, and a capital improvements plan. Where other communities or districts are contained in the service area, they too must be involved in the creation and review of the plans. It is unacceptable for the core city to unilaterally develop the plans and bear the cost and burden of doing so.

Figure 24-2 illustrates the use of service areas in phasing of development, based upon environmental constraints and land use needs.

PLAN LAND USES

Within the service area, plan locations for special land uses, i.e., residential, commercial, industrial and public land uses and needs in order that physical planning of services can be done efficiently. Unless you know what areas will be served and levels of service that are needed, you may be forced into needless and wasteful oversizing of facilities such as streets or pipes. From population and land use projections and a map of land use, you will know about how much land you will need. The next task is to determine where various land uses should be located. Figure 24-3 gives you an example of a land use plan.

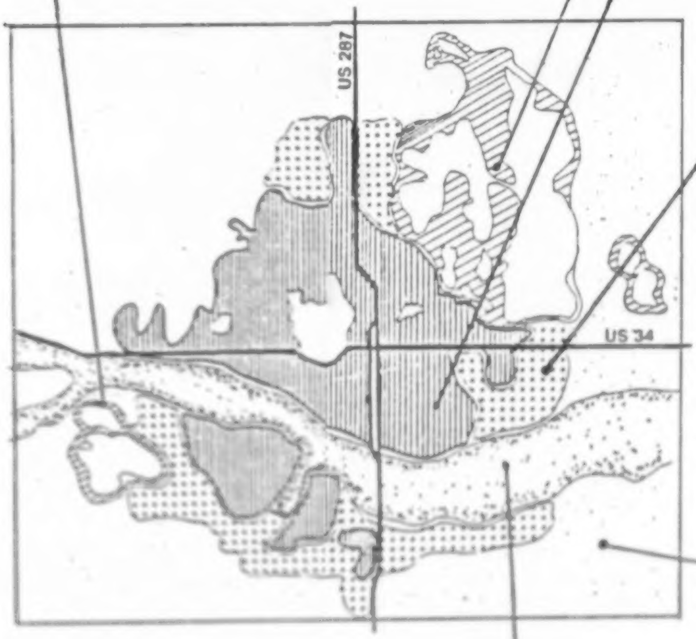
FIGURE 24-2: SERVICE AREA MAP

area of critical environmental concern

THIS AREA INCLUDES THOSE LANDS NEAR THE MAJOR LAKES AND RESERVOIRS IN THE LOVELAND REGION. OF PARTICULAR CONCERN ARE THE BOYD LAKE AND HORSESHOE LAKE AREA AND THE BOEDECKER LAKE AREA. WHILE DEVELOPMENT IS EXPECTED TO OCCUR IN THESE AREAS, IT IS ESSENTIAL THAT DETAIL STUDIES BE MADE TO DETERMINE WHICH PORTIONS SHOULD REMAIN NATURAL, BE DEVELOPED FOR PARKS, OR BE SUITABLE FOR PRIVATE DEVELOPMENT. LANDOWNERS, DITCH COMPANIES, STATE, COUNTY AND CITY SHOULD WORK TOGETHER TO DEVELOP A PLAN OF ACTION.

primary development

THIS AREA INCLUDES THE EXISTING CITY LIMITS AND SURROUNDING AREAS WHERE URBAN SERVICES ARE EITHER EXISTING OR AVAILABLE WITH MINIMUM EXPENDITURES BY THE CITY. THE PRIMARY DEVELOPMENT AREA IF DEVELOPED AT CURRENT DENSITIES CAN ACCOMODATE A POPULATION OF 51,900.



secondary development

THIS AREA IS CONTIGUOUS TO THE PRIMARY DEVELOPMENT AREA AND CAN BE DEVELOPED IF URBAN SERVICES ARE EXTENDED INTO THE AREA. THE DEVELOPER MAY BE REQUIRED TO FINANCE OFF-SITE IMPROVEMENTS IF DEVELOPMENT PROCEEDS BEFORE CITY IS PREPARED TO EXTEND SERVICES. THE SECONDARY DEVELOPMENT AREA CAN ACCOMODATE A POPULATION OF 27,680.

future-potential

DEVELOPMENT OF THIS AREA WILL REQUIRE MAJOR PUBLIC EXPENDITURE IF SERVICES ARE PROVIDED BY LOVELAND. ONLY IF A PROPOSAL FOR DEVELOPMENT INCLUDES A TOTAL DEVELOPMENT OF SERVICES WITHOUT EXPENDITURES BY THE CITY OF LOVELAND SHOULD IT BE CONSIDERED.

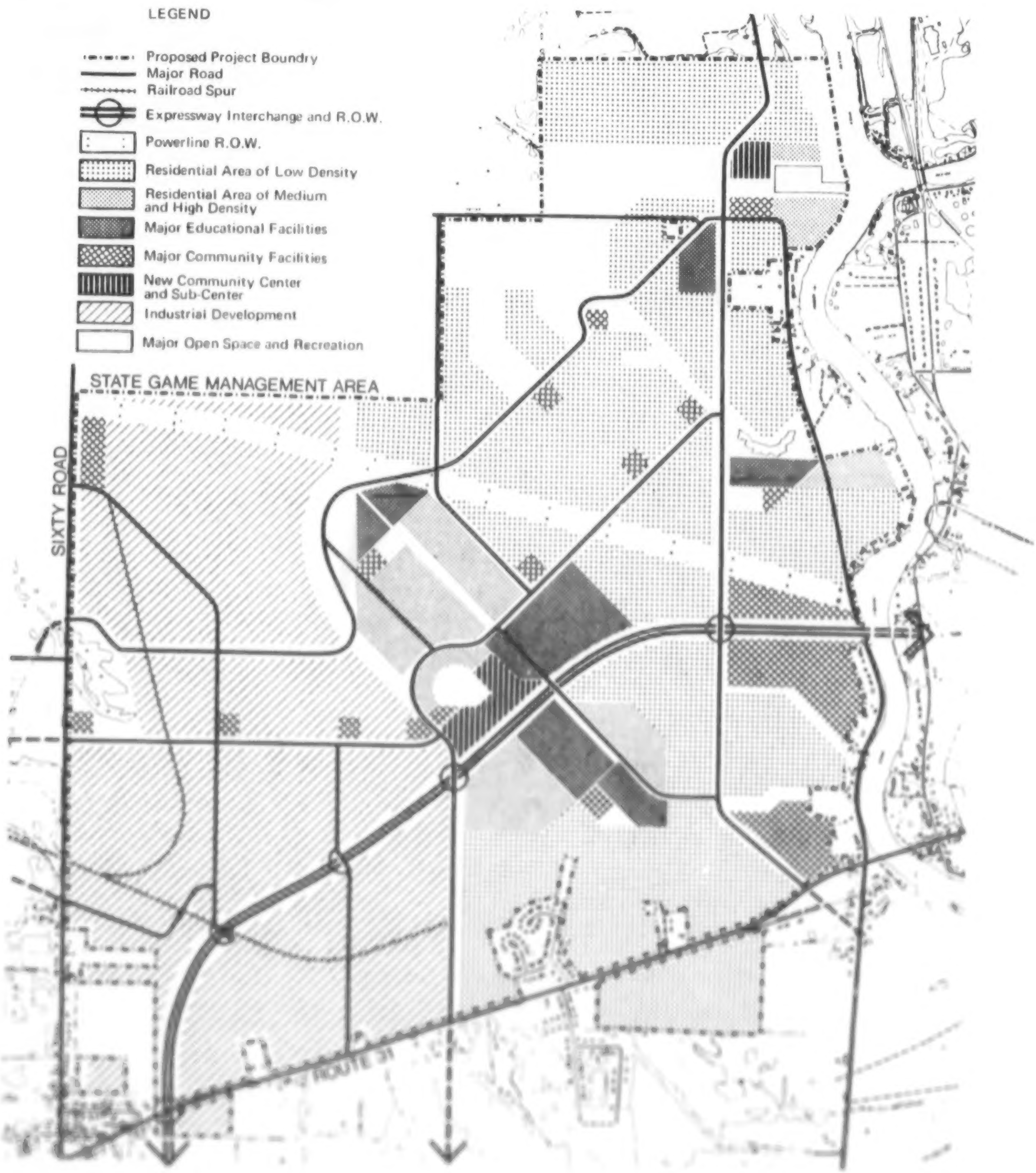
open space

THIS AREA DELINEATES THE BIG THOMPSON RIVER FLOODWAY AND THE AREAS WHERE MINERAL DEPOSITS MAY BE LOCATED. DETAIL STUDIES OF THIS AREASHOULD BE UNDERTAKEN TO DETERMINE THE EXTENT OF FLOOD HAZARD, FORMULATE POLICIES FOR REGULATION OF LAND USE, OR PRESERVATION OF NATURAL AREA

PHASIIG OF DEVELOPMENT

1-54

FIGURE 24-3: LAND USE MAP


LEGEND
Proposed Project Boundry
Major Road
Railroad Spur
Expressway Interchange and R.O.W.
Powerline R.O.W.
Residential Area of Low Density
Residential Area of Medium and High Density
Major Educational Facilities
Major Community Facilities
New Community Center and Sub-Center
Industrial Development
Major Open Space and Recreation
STATE GAME MANAGEMENT AREA
SIXTY ROAD
ROUTE 31

Be sensitive to environmental constraints. Evaluate which areas in your community should be preserved or upgraded. Are there historic resources which should be preserved? Are there natural or man-made features which identify the community or which are of symbolic value?

Determine the location and types of residential development that is needed. Specify densities of residential areas. Generally, locate higher density areas near community facilities and larger roads. Consider a mix of housing types in newly developing areas to produce an interesting living environment. Make efforts to preserve existing neighborhoods and upgrade these areas where needed. Wherever possible, buffer residential neighborhoods from land uses which will adversely affect living environments. Encourage housing which will meet the needs of people of all ages and income levels.

Convenience or highway business uses will need to be permitted outside the central area. Businesses which use a good deal of space such as lumber yards, farm machinery sales and auto dealers will require locations outside the downtown. The nature of these permitted uses should be limited to avoid other retail uses spreading into the area.

The market will exist, so the stores come in. Make sure they come in on your terms. Don't be browbeaten into changing your goals if you have sufficient room and access to accommodate new stores in your downtown.

Over fifty percent of your population doesn't drive cars (elderly, youth, non-drivers, or handicapped). Consider this in locating uses and in developing some type of program to serve these people. A compact community where people can walk or ride bikes from their homes is desirable. It will also make it easier to provide public transportation if needed.

Include human resource planning efforts. Your physical systems must, first of all, serve people:

- Elderly
- Young people
- Handicapped
- Physically and mentally ill
- People on welfare
- Cultural groups
- Others

See Chapter 26 in this Part III entitled "Planning and Policies for Social Needs."

Randomly located commercial uses can destroy the health of your downtown. Most of the impacted communities will continue to be small enough to find a central business area sufficient for community and regional retail service.

- Maintaining a central business area is highly desirable from standpoints of community investment, social values, tax base, transportation, and community character.
- Outlying shopping centers or sites for discount stores will be sought but aren't needed. Such uses can be integrated into most downtowns if local governments require it.

Local government and downtown business and property owners will have to make aggressive commitments to keep the area responsive to new needs such as convenient parking and attractive facilities or pressure for permitting new shopping areas will become overwhelming.

Develop a monitoring system for uses and how they develop. Update your information sources continually to keep pace with changes. Spot issues and adjust quickly.

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25 Planning and Policies for Physical Facilities

Capital facilities represent a community's largest public financial commitment. The costs for construction of water and sanitation facilities, schools, parks, cultural and recreation facilities, streets and roads, meeting halls, administrative buildings, and the various related equipment and vehicles typically run into the thousands of dollars for each household in the community. Moreover, these facilities give rise to perpetual annual costs for staff, operating supplies, maintenance, and the like. These annual costs, which comprise the majority of each year's operating budget, are in a very direct way predetermined by the community's decisions in the area of capital facilities.

For these major financial commitments to be acceptable to the community, it is imperative that a broad range of community objectives be served by the investments made. Citizens must be served efficiently. Costs must be allocated equitably. The desired level of service must be provided in the various different geographical areas of the community. In a broader sense, public facilities affect the nature and shape of the community and these effects should also serve the community's objectives. The location of water and sewer lines will strongly influence where new growth will occur. This in turn may affect where street improvements and new parks are needed. Public investments in an aging downtown may stimulate parallel private efforts aimed toward revitalization.

Frequently, communities fail to consider all the facets of getting the maximum public benefit from their capital investments. This is particularly true in rapidly growing communities where there are pressing demands to act quickly. Decisions are made without due regard for the long term suitability of facility locations, capacities, designs, service areas, and operating and maintenance requirements. Efficiency is sacrificed, inequitable cost burdens are imposed on citizen groups, facilities are deemed inadequate and poorly managed, credibility is lost, and eventually serious political issues can arise.

It is difficult to correct such mistakes after the fact because capital facilities are not easily modified to adjust to new and perhaps unforeseen circumstances. Once facilities are built, they become fixtures; locations, capacities, and designs are not readily changed, nor are financing and management policies.

These characteristics of public capital facilities strongly indicate the need for careful planning and a logical approach to making these investment decisions. Planning and policies for physical facilities are the subjects of this chapter. Facility construction and facility management are equally important areas which are discussed in separate chapters below.

Note that the guidelines and basic principles presented in this chapter are valid for all types of facilities planning. However, because utility facilities represent a critical planning area to serve added population, specific recommendations will focus on utility facilities planning. Keep in mind that the general principals discussed are applicable to the range of facilities you will need to plan.

GROUND RULES FOR FACILITIES PLANNING

The local government should assume primary responsibility for accomplishing the work items suggested below. Communities with management/municipal employees in these areas should assign this work to them. Otherwise, seek outside assistance from consultants or other available professionals.

Determine institutional alternatives. Think through the particular organizations who might provide each type of public facility. Questions of using non-governmental organizations, special districts, or other quasi-governmental forms (authorities, government contracts, regional agencies) should be settled before detailed planning is begun.

Do not allow present deficiencies in physical systems to compound with the occurance of growth. Allow growth only when and where provisions have been made so that physical facilities can be developed to the community's standards. This will require using the community's control over the development process to specify the developer's responsibilities, as well as decisions by the community as to where it (1) wants growth to occur, and (2) can make its required investments. If growth is allowed without considering the needed physical facilities, the burden will later fall upon the community as a whole.

START WITH THE OVERALL PICTURE

Analyze the community's goals and plans to determine which areas might be affected by development and financing of upgraded or expanded physical facilities. Consider the implications of facilities development and their relationship to other aspects of the community.

- How might facilities development encourage or retard overall growth?
- How will placement of facilities influence the direction of growth?
- How might public investment in parks, recreational, cultural, or administrative facilities attract further private investment? You might revitalizae a declining core area this way.
- How might upgrading local streets encourage neighborhood improvements?
- How do various methods of financing public facilities (like service charges and tap fees) affect the use of air, water and land resources?
- How can various financing schemes distribute the cost burden among citizens?
- How can cultural and recreational facilities help promote a community identity?
- Whenever possible, identify the relationships of physical facilities to the comprehensive community development plans.

Meet with representatives of other nearby or overlapping governmentsl units and regional agencies to:

- Gain an understanding of how the community's plans might affect and be affected by the programs and goals of neighboring populations.
- Begin to inform neighboring governments of the community's approach to facilities planning. (Refer to Chapter 23 above, "Developing Liaisons.")

UTILITY SERVICE AREA

Plan utilities (water and wastewater systems) and road systems to serve a particular geographical service area (see Chapter 24) where the community is willing to extend services to accommodate future development.

Service area designation is not intended to correspond directly to projected growth (i.e., working from a projection of 500 new families to develop a service area for exactly 500 new homes). Rather, the purpose of service area planning is to identify and map out areas in which future growth might be accommodated for the next 20 years. Like land use planning, service area planning is a comprehensive long range planning activity, probably spurred by anticipation of growth, but extending beyond specific near term projected needs.

Base service area designation on given areas' multiple service requirements and natural topographical features, as opposed to somewhat arbitrary town limits.

Coordinate service planning and the community's land use plan. (Refer to the previous chapter on land use planning.) Check the two plans against one another for feasibility, possible conflicts, and costs. Take into consideration:

- The area in which planning decisions are being made and where local services will be required.
- The proposed location of various types of land uses and activities that will need utility services.
- The density or intensity of existing and proposed uses.
- Topographical barriers to service: hazardous areas (flood plains, unstable soils, steep slopes) and critical areas (prime farmland, unique natural areas, recreation areas) where services should not or cannot be provided.
- The phasing of growth -- that is, the logical sequence of development in extending services the community wishes to follow.

Base utility service plan on a minimum 20 year projection of growth. Logical extensions, pipe size, treatment facility capacity, and location should all be part of the utility service master plan. Elements of the system can occur in increments. These should be included as part of a five year capital improvement program. (Refer to the chapter on capital improvement programming later in this Part III.)

INVENTORY OF EXISTING FACILITIES

Do a detailed inventory and evaluation of existing physical facilities, identifying:

- Facilities now in place
- Physical characteristics and capacities
- Management structure
- Financial status and support methods
- Citizen use characteristics
- Contractual arrangements

Record this information on maps as shown in Figure 25-1. Information should also be recorded in suitable forms or tables.

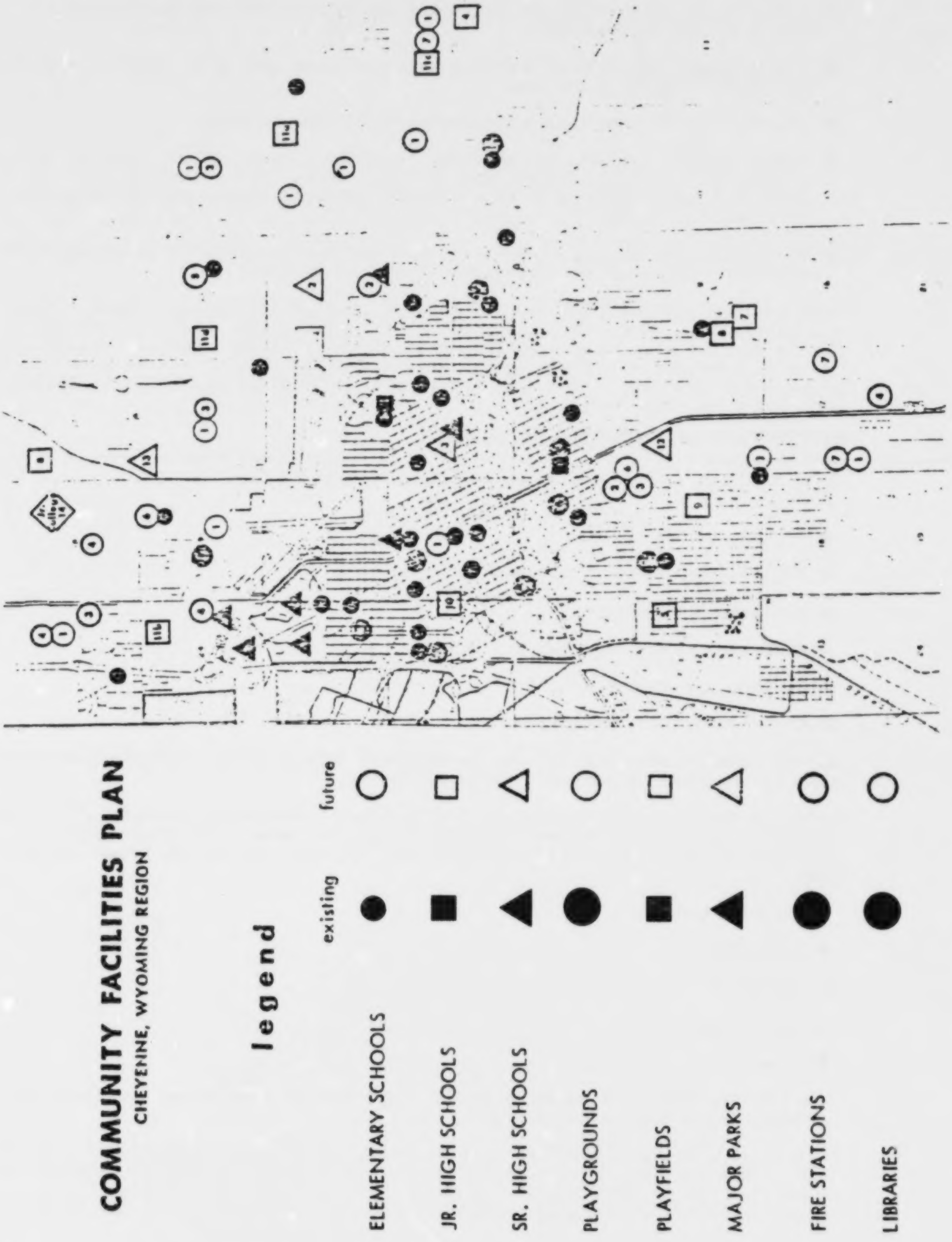
Refer to the previous chapter in the community management process, "Getting Control," where service level standards are discussed. At this stage, you may have to make your standards more specific and refined in detail regarding:

- Sizing capacities
- Locations
- Design considerations
- Legal aspects
- Financing

Compare the status of existing facilities with service level standards to identify deficiencies and needs.

Isolate existing problems in order to establish special programs to correct them. This may take several years and could require the use of general tax revenues. The important point is not to add to existing deficiencies by allowing growth to compound problems of below standard service facilities.

FIGURE 25-1: FACILITIES INVENTORY MAP


COMMUNITY FACILITIES PLAN
CHEYENNE, WYOMING REGION
legend
existing
future
ELEMENTARY SCHOOLS
JR. HIGH SCHOOLS
SR. HIGH SCHOOLS
PLAYGROUNDS
PLAYFIELDS
MAJOR PARKS
FIRE STATIONS
LIBRARIES

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FUNCTIONAL PLANS

Use the previously developed data and policies regarding the service area, physical standards, existing inventories, and land use, to develop functional faciltiies plans.

Based on an understanding of community needs for physical facilities, consider alternative approaches for progressing toward desired service level standards.

When plans are developed to address deficiencies in existing public facilites, take care that the community's broad goals and objectives are continually borne in mind.

Cost effectiveness should be of major importance at this stage.

Within the geographical area to be served, plan utility and road networks that are complementary to planned land uses.

At this stage, details are important, although some measure of flexibility must be maintained to meet future contingencies. Facility capacities, network sizes, locations, phasing and other engineering specifications should be addressed.

Use maps to graphically show these plans. Plans should also be expressed in written or table form.

At this point keep broad considerations in mind. In planning wastewater systems, for instance:

- Natural drainage is greatly preferred to avoid the need to purchase and operate costly pump systems. The treatment facilities should be located to serve the area and yet not become a problem due to their proximity to residential concentrations.
- Development of collection systems should be phased to avoid investments lying unused waiting for additional hookups.
- Location of trunk lines is a key to where new subdivisions or other urban uses can occur. By controlling where trunk lines are placed, and thus where urban uses are encouraged, a community has some control over where it will have to provide other services as well.
- When facilities are constructed in the lower reaches of a drainage basin, flooding is a concern. Such occurrances can create major hardships and costs if not considered initially in the treatment facilities location.

Facility decisions are areas of concern which the engineers typically handle for a community. However, the related land use issues are frequently overlooked. It will be up to the community to ensure that the broader issues are raised and addressed.

Develop plans for adding capital facilities in each functional area (parks, education, health, utilities, etc.). These plans should then be used as a basic source of information in development of:

- Total capital improvements program
- Capital budgets
- Annual budgets in the individual agencies responsible for each program

FINANCIAL PLANNING FOR CAPITAL FACILITIES

No single approach to raising the capital funds for the development of physical facilities is best for all communities. Tailor policies to fit your specific goals and capabilities. Be especially careful to avoid viewing the planning exercise as futile due to lack of immediately visible capital funds. Having plans gives the community direction and can give rise to financing methods that might not be thought of otherwise.

Consider the following principles as guidelines for financing capital facilities. Local conditions may suggest modifications.

Adopt financial policies which:

- Ensure that physical systems can continually expand as required to serve new growth.
- Are equitable and do not impose the burden of providing new capacity onto the existing population.
- Will produce sufficient funding for ongoing maintenance and operations costs.

Operate revenue-producing utilities like a business: Create a structure of service charges and tap fees that will fully cover costs of operating and future plant investments.

- Ideally, service charges will cover all operating and maintenance costs. This includes an amount for plant depreciation and possibly an amount to transfer to the general fund to help pay administrative overhead costs.
- Base tap fees on the best estimate of the pro rata share of the utility capital investment required to serve each customer (tap).

Take great care when you finance utility expansions with bonds which you plan to retire from future tap fee revenue. In the event growth does not occur as scheduled, bond repayment may substantially burden the existing populace. Identify and account for this ultimate risk prior to a decision to expand debt financing.

Designate special facilities required to provide services to new developments as the developer's responsibility.

- If the community has set standards for utility services, streets, drainage facilities, schools, parks, fire protection, etc., it should not allow development to take place without assurance that these facilities will be provided, at a level equal to community standards. Otherwise, deficiencies in these facilities will compound with growth.
- Use subdivision regulations to specify the developer's responsibility. Include streets, curbs and gutters, internal/lateral water and sewage lines, open space/park land, etc.
- In some cases, where facilities must be constructed by a public agency, assess fees covering a pro rata cost attributable to the developer, e.g., dedication fees for park land, schools, and fire protection.

Require utility extensions to be financed by the developer following the concept defined in the service area map. Prepare and publish a utility extension policy. See Appendix F for an example. The policy should contain the following provisions.

- All extensions of lines past undeveloped areas to a development should be financed by the new development. Some of these costs can be paid back to the developer in the future as intervening property is developed and attached to the system.
- The community should not be burdened with a commitment to provide such lines on request. Public financing of major extensions on demand to serve new development negates the community's ability to plan for logical expenditures and extensions of its system.
- Out-of-phase growth ties up major amounts of community funds in non-productive lines, in the ground, while other areas might be in need of funds for system upgrading, or simply for providing basic services.

Whenever possible, use revenue bonds to finance revenue-producing utility improvements.

- If the community must borrow money to finance revenue-producing utility improvements, it is highly desirable to protect its limited general obligation bonding capacity to use where revenue bonding is not feasible, (e.g., for parks, libraries, offices, police facilities, or fire stations). Any revenue-generating operation should borrow money based on the ability of the system to retire the debt.

- There are some limitations on this method of financing, i.e., cases where the cost of the system exceeds its ability to generate revenue, or where general obligation bonds are not limited by state statute. Even in these cases, raise the maximum amount of reasonable revenues to retire at least a portion of the debt.

Consider special assessment districts for the construction of facility improvements which benefit specific property owners in the community.

- Most commonly, this applies to local streets, curbs, gutters, and storm drainage facilities.

- This financing method can provide for projects for which no general community funding is available, although it is often helpful for the government to assist with some "seed money."

- Substantial negative public reaction can result if projects are not well-planned, based on public participation, and well-executed in terms of assessments and construction. Obtain substantial assistance from fiscal advisors who would handle bond requirements and engineering consultants who can administer project planning and construction. These costs can usually be included in the overall project costs assigned to the district and its property owners.

YOUTH ACTION CENTER

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26 Planning and Policies For Social Needs

In small, relatively stable communities, community organizations, churches, and neighbors usually provide the basic "social services" that residents require. The need for planning and management for social systems often does not exist. But with the influx of new development-related population -- many of whom will be from urban areas -- some new needs and problems that existing social service providers may be ill-equipped to handle may arise. Former means of "caring for one's neighbor" will be less effective in changing neighborhoods where many people are unused to a small town's neighborly ways.

In order to deal with social problems in an effective way and to provide for the needs of new population, a community must plan carefully for how it will meet anticipated social needs. Comprehensive social service planning, as discussed below, is a recommended way to take charge of social service programs to prevent problems from taking over the community. Well-thought-out social service planning can ease the transition of existing residents to a larger community population, and of new residents to a less urban way of life.

GUIDELINES

In planning for social services, consider needs as what to focus on, and organizations as the means of fulfilling these needs.

In most small communities, existing organizations can serve most newly defined needs if properly advised and supported.

Exercise special care not to proliferate social service agencies, but rather create multi-purpose organizations whenever possible to reduce overhead. Emphasize coordination and cooperation between organizations which may be aimed at the same need or population group, and the use of volunteers rather than large paid staffs.

SOCIAL AND COMMUNITY SERVICE COUNCIL

If the community does not have a Social and Community Service Council, the Community Resources and Service Task Force should reconvene to organize such a group.

Membership should represent existing social service organizations, professionals (e.g., university people) knowledgeable about social service needs and planning, and the existing or potential client population -- e.g., low income people, mothers needing day care, young people, senior citizens.

The primary responsibilities of the Social and Community Service Council will be:

- Developing a profile of existing and potential needs in terms of their nature, severity, and population groups most affected.
- Identifying how these needs are presently being met, if there are gaps, and if the service offered can be readily expanded under its present organizer.
- Considering alternative ways to meet social service needs.
- Developing service level standards describing the general level of social services the community wishes to see provided.
- Developing a comprehensive social service plan.

- Investigating funding sources.
- Developing an ongoing process of keeping on top of social service needs and helping existing programs evaluate problems and needs in their specific areas.
- Filling the gaps or the marginal service areas, but avoiding overlap. Do not dismiss volunteer efforts if a group is desirous of continuing its efforts just because they do not want to be part of a highly structured effort or part of the local government.

TASK FORCE INPUT

Previous efforts by the Community Resource and Services Task Force can provide the starting point for the Council. Council work should start by reviewing the needs assessment, existing organizations directory, evaluation of trends, and recommendations prepared by the task force.

At least one task force member will likely be on the Council. If not, the Council should meet with some or all task force members to exchange ideas.

POTENTIAL PROBLEMS RELATED TO GROWTH

In addition to the Task Force Evaluation, the Council should give special attention to specific social service needs which experience has shown to be key service areas in situations of energy-induced growth.

- Recreation facilities and programs
- Day care
- Housing (see Chapter 31 below for a discussion of the housing problem)
- Social counseling and referral
    - ☐ Mental health
    - ☐ Crisis counseling
    - ☐ Marriage and juvenile counseling
    - ☐ Employment/vocational counseling
- Programs for handicapped and elderly
- Criminal justice services -- better police services and crime prevention programs
- Alcoholism counseling
- Welfare programs

ANALYZE EXISTING AND POTENTIAL PROBLEMS AND CONSIDER ALTERNATIVE SOLUTIONS

Based on the task force report and the previous key items, develop an overview of problems and concerns related to social service needs.

Consider:

- The severity of the problem or need.
- The nature and size of the affected population group.
- What already exists to combat the problem or meet the need.

For each general problem area, consider possible solutions.

- Make sure you consider all feasible alternatives -- don't just settle on the first solution that comes to mind.
- Look for ways to integrate programs -- e.g., a multi-purpose recreational facility to serve the needs of seniors and young people, as well as the rest of the community; a day care program which might make use of senior or youth volunteers.
- Refer to the directory of existing services compiled by the task force. Be inventive as to how existing organizations might respond to new needs.
- Consider regional coordination to provide certain services or university programs such as the University of Wyoming's social assistance program. What already exists in this area? Use liaisons (see Chapter 23, "Developing Liaisons") to investigate possible regional service programs.

DEVELOP A COMPREHENSIVE SOCIAL SERVICE PLAN

The purpose of a comprehensive plan is not to detail each individual program but to provide coordination and an umbrella to guide program areas, the general planning direction the community wishes to take, and the types of programs or facilities the community wishes to develop. The plan is an extension of goals developed in the community involvement phase, and must be geared to the community's particular nature and needs.

Elements of a comprehensive social service plan might be:

- A five year schedule for the addition or expansion of programs and facilities.
- Recommendations for multi-purpose facilities development.
- Guidelines for social service agencies or volunteer groups to utilize -- e.g., a desire to gear programs toward minority families, or to include members of the client population on organization boards.

Use the plan as a guide whenever new issues surface or you begin to detail individual elements. Constantly test against its direction to see if the goals are being furthered by a proposal. The plan should be updated annually, particularly during the development stages of the energy project, when needs will continually change.

DESIGNING A PROGRAM

Individual agencies will be responsible for detailed program design. Their activities should be coordinated through the Social and Community Services Council to avoid duplicated efforts and maximize a program's potential for obtaining grant assistance.

Recommended components of a social service program design (useful for community understanding and for grant proposals) are:

- Program description
- Need for program
- Program goals - be clear and specific, not lofty
- Expected timetable and organization of staff/volunteer responsibilities
- Significance of program

- Description of program staff and/or organization sponsoring the program
- Budget

SEEKING FUNDING

The Social and Community Service Council should investigate major sources of financial assistance. Depending on the desires of participating agencies and the community, the Council may want to coordinate all grant requests, or may simply advise individual agencies seeking assistance.

When considering public resources and programs, utilize technical resource people from regional HEW offices, the university, and state departments of social services. Pay particular attention to the flexibility provided to states and local governments in program selection under the 1975 Title XX amendment to the Social Security Act. (A good pamphlet is entitled, "A Decisionmaker's Guide to Program Coordination and Title XX", prepared by HEW Region X, March 1975.)

There are also many private sources of social service program funds. Consult publications such as The Foundation Directory and The Annual Register of Grant Support to get an idea of what is available. Local university people may also be very helpful in advising local organizations on obtaining private grants.

COOPERATION WITH OTHER AGENCIES

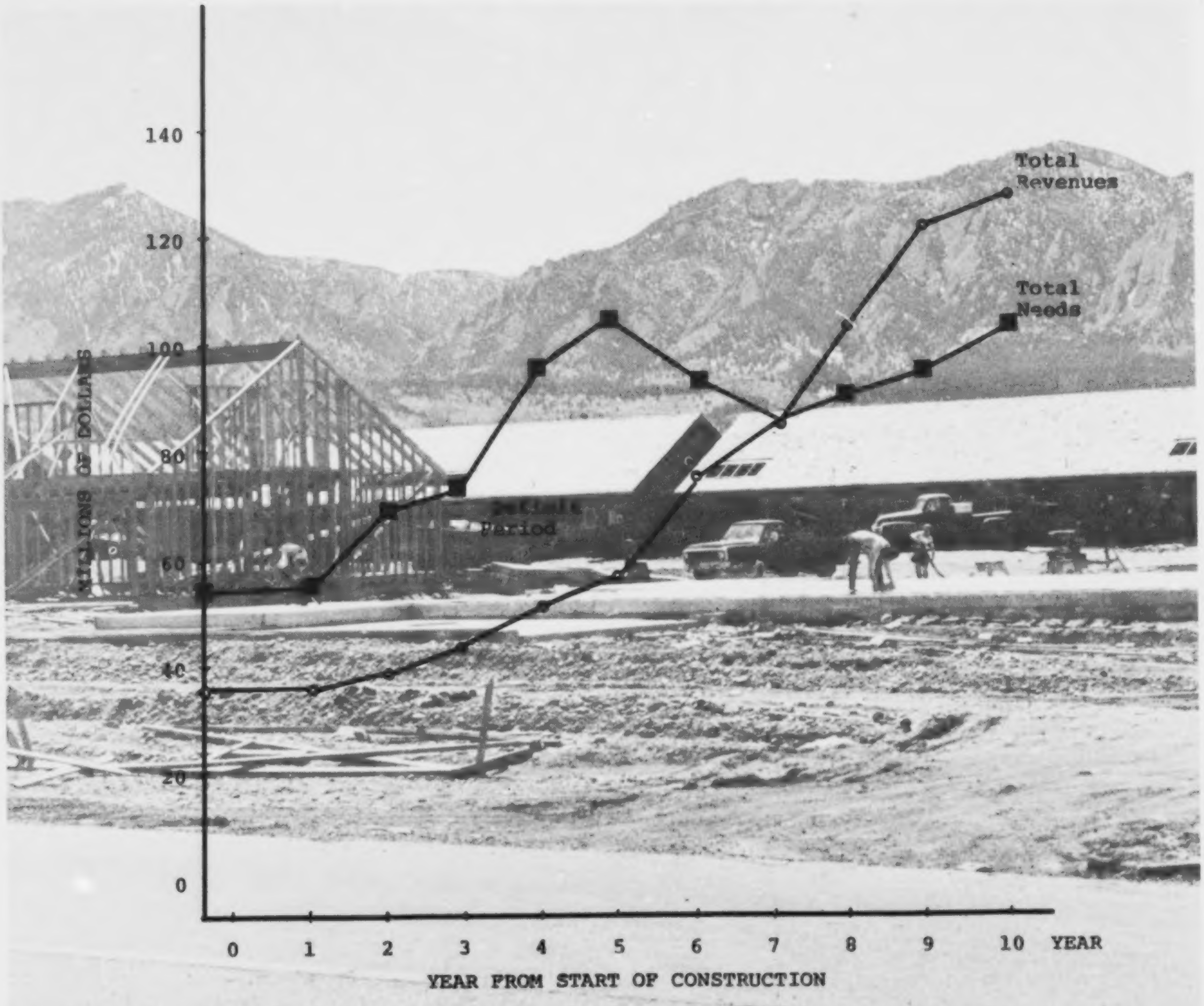
It is essential that the Council exchange information with the other community groups involved in housing, physical facilities planning, schools, health care, and so forth, to ensure that a coordinated, cooperative effort is undertaken which will benefit the community as a whole.

All service agencies should develop a policy of having representatives from the client groups they serve on their boards or advisory bodies to receive direct input of service effectiveness and efficiency. In addition, annually or more often, client evaluations should be conducted.

The Social and Community Services Council should place heavy emphasis on assisting the personnel and volunteers of service agencies in developing educational programs they view as needed; sponsoring workshops and training sessions in the community on a monthly basis dealing with the general areas of management, budgeting, resource securing techniques, and specific areas of the various programs such as counselling, therapy, etc. The professionals provide the guidance and training and the Service Council the logistics and support.

Tax Leadtime Problem for Capital Intensive Energy Development

(Tri-County Oil Shale Region)



Source: Briscoe, Maphis, Murray & Lamont, Inc., Tax Lead Time Study, State of Colorado, 1974

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27 Fiscal Planning and Policies

Financial planning involves (1) identifying dollar needs and availability within a five or six year future, and (2) identifying revenue alternatives. These are planning projections and not meant to be used in formulating budgets, but rather to light the road ahead. This information will give you guidance in considering long term physical facility commitments, evaluating rate structures, adopting new taxes, borrowing funds, and seeking intergovernmental assistance.

FORECASTING REVENUES AND EXPENDITURES

Develop five-year forecasts for revenue and expenditures. Use these forecasts as a guide when evaluating long-range financial commitments. See Tables 27-1 and 2 for how this information might be organized.

Don't get discouraged or "bogged down" with questions like, "How should I know what is going to happen?" The important thing is to begin. No one is in a better position to accurately forecast municipal expenditures and revenues than municipal employees.

A practical approach is for one person (city manager/finance director/town clerk) to do the forecasts and let department staff react to them.

Be explicit and consistent with assumptions. Coordinate your assumptions with those being used in land use and facility planning.

Don't worry too much about accuracy the first time through; accuracy will improve with time and experience.

Do not underestimate the importance of logic and common sense. Although a number of complicated analytical techniques are used for forecasting, the most important ingredient is a thorough knowledge of your revenue system and the local economy, and how it is most likely to change in the future.

Sophisticated forecasting methods are available such as regression analysis and econometric modeling techniques. If you want to explore such techniques, retain an experienced consultant for assistance.

Develop an historical record of major revenue sources and key economic indicators.

- Sales tax collections by month/by year
- Assessed valuation by year
- Number of business licenses issued by year
- Valuation of building permits by year
- Domestic water usage by month/by year
- Golf green fees and cart rentals by year
- Bus ridership by year
- Water/sewer tap fees by year

Analyze past records and trends and make a judgement about the probability that recent trends will continue.

Be careful of the effect that compounding can have on revenue yields. Look at historical growth rates.

The ideal approach is to reach the same revenue or expenditure forecast by using two different forecasting methods.

Develop two different forecasts for each major revenue source.

- High or optimistic forecasts based upon five years of solid growth.
- Low or conservative forecasts based upon five years of slow growth.

Prepare forecasts for expenditures by budget account and for each revenue source. Separate by accounting fund so that totals are accumulated later.

Develop one expenditure forecast based upon providing a high quality level of basic municipal services, assuming a moderate rate of growth. Show capital expenditures to which you are already committed separately.

Don't underestimate the impact of inflation upon expenditure forecasts. Carefully consider the effects of population growth and increasing demands for services as well.

When forecasting costs of new major facilities, e.g., swimming pools, city halls, communication systems, be careful not to underestimate the on-going operating and maintenance costs.

Compare high and low revenue forecasts against moderate expenditure forecasts and analyze the "available balances" or "deficits" for each year, under each growth assumption.

The "available balances" or "deficits" should be used as a tool for making planning decisions.

- Can the community afford additional debt service on a proposed bond issue?
- Can the community afford additional operating costs of a new swimming pool?
- Will the community need additional revenue sources to fund existing operations?
- Will water and sewer users' fees have to be increased?

Update the five year revenue/expenditure forecast annually at budget time and prior to making a decision about any major long-range financial commitment. Always compare your revenue forecasts with what actually occurred. Note where you could have avoided errors. Consider this in revising your forecasts for the next period.

REVENUE ALTERNATIVES

Retain a qualified and experienced municipal financial consultant to assist the governmental staff in developing a report that identifies all major additional revenue sources available to the community.

The report should analyze each revenue source in terms of:

- Projected yield
- Legality
- Cost of administration
- Incidence of tax burden
- Elasticity [1]
- Citizen acceptance

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[1] Elasticity is a measure of the responsiveness of the community's revenue growth to inflation, population growth, and growth in demand for community services.

TABLE 27-1: REVENUE PROJECTION FORMAT

	1969 ACTUAL	1970 ACTUAL	1971 ACTUAL	1972 ACTUAL	1973 BUDGET	1974 FINAL BUDGET	1975
1. TAXES AND FEES:							
Property Tax	838,964	926,328	991,511	1,184,407	1,843,060	1,947,950	2,033,272
Franchise Tax (Public Service Co., Mt. Bell & Cable TV)	271,961	310,365	420,691	434,563	462,126	496,815	533,473
Contribution from Water and Sewer Funds	138,100	153,700	153,600	178,600	253,600	260,000	267,800
Cigarette Tax	128,232	135,951	144,550	302,886	311,177	510,092	525,395
Sales and Use Tax	3,087,228	3,406,406	3,935,290	4,409,197	4,970,000	5,385,000	5,650,000
Public Accommodations and Admissions Tax	. . .	. . .	152,591	180,543	170,000	170,000	175,100
Licenses and Fees	83,315	109,499	140,135	152,555	179,000	183,200	188,696
Court Fines and Costs	129,469	128,272	154,601	168,715	200,000	203,000	205,376
Interest Earnings and Property Rental	195,929	148,118	56,937	85,157	97,000	97,000	75,000
City Share of State Highway Users Tax	238,356	299,117	308,570	336,507	350,000	365,000	391,634
City Share of State Auto Registration Fees	120,497	126,627	205,063	231,667	275,000	345,000	348,485
City Share of County Road & Bridge Property Tax	. . .	. . .	251,586	265,162	278,625	291,491	306,711
County Contribution for Library	32,250	35,000	35,000	36,750	45,000	45,000	46,125
Recreation Charges	132,966	191,382	222,416	249,438	285,000	474,525	493,506
Building Inspection Fees	64,348	71,502	119,471	122,149	120,000	136,000	90,000
Other Misc. Revenues	76,256	141,271	123,311	486,872	208,285	189,000	96,700
2. GIFTS AND GRANTS:							
Specific Grants	479,407	260,811	653,360	344,146	433,708	157,375	120,000
Revenue Sharing	. . .	. . .	. . .	710,018	850,000	850,000	850,000
3. UTILITY REVENUES (Including Grants):							
Water	2,227,594	2,504,535	2,695,870	3,447,289	3,333,750	3,450,000	3,519,000
Sewer	1,410,612	1,320,427	2,184,304	2,147,392	1,641,200	1,580,500	1,612,110
Flood Control	. . .	. . .	. . .	. . .	. . .	860,000	561,000
4. TOTAL REVENUES (1+2+3)	9,655,484	10,269,311	12,948,857	15,474,013	16,306,531	17,996,948	18,089,384
5. UNAPPROPRIATED FUND BALANCE:							
General Fund	1,090,684	1,114,171	696,067	(77,320)	914,474	940,517	. . .
Revenue Sharing	. . .	. . .	. . .	. . .	635,018	408,900	. . .
Water Utility Fund	4,482,025	4,054,437	1,325,323	903,411	905,497	994,537	. . .
Sewer Utility Fund	840,937	1,502,745	1,294,331	679,399	1,366,040	1,470,358	. . .
Flood Control Utility Fund	. . .	. . .	. . .	. . .	. . .	. . .	. . ..
6. CHANGE IN OUTSTANDING BONDED DEBT	(740,525)	(769,069)	(838,816)	1,364,576	903,081	(1,142,207)	2,097,546
7. TOTAL FUNDS AVAILABLE (Restricted and Unrestricted) (4+5+6)	15,328,604	16,171,595	15,425,762	18,344,079	21,030,641	20,669,053	20,186,930
8. RESTRICTED REVENUES:							
Open Space Acquisition	673,213	839,112	1,110,305	816,355	2,893,250	796,122	2,669,059
Major Thoroughfare Contruction	1,267,042	1,012,005	1,120,305	1,472,739	1,343,680	1,486,800	1,447,705
Parks and Recreation Construction	161,371	253,634	220,045	1,988,607	309,778	285,862	147,221
Library	68,206	74,700	111,712	695,145	103,548	106,295	100,106
CATV	. . .	. . .	. . .	. . .	. . .	10,000	10,000
Water Utility	1,799,118	2,075,416	2,197,801	2,952,045	2,841,231	2,955,787	3,023,222
Sewer Utility	1,197,322	1,075,099	1,938,027	1,900,364	1,393,623	1,332,510	1,363,907
Flood Control Utility	. . .	. . .	. . .	. . .	. . .	860,000	1,948,500
Specific Gifts and Grants (Not Otherwise Restricted)	479,407	260,811	34,139	156,077	148,500	58,900	120,000
9. TOTAL RESTRICTED REVENUES	5,645,679	5,590,777	6,732,334	9,981,412	9,038,610	7,892,276	10,829,720
10. RESTRICTED UNAPPROPRIATED FUND BALANCES:							
General Fund	271,016	313,043	308,995	(78,226)	471,901	597,553	. . .
Water Utility	4,482,025	4,054,437	1,325,323	903,411	905,497	994,537	. . .
Sewer Utility	840,937	1,502,745	1,294,331	679,399	1,366,040	1,470,358	. . .
Flood Control Utility	. . .	. . .	. . .	. . .	. . .	. . .	. . .
11. TOTAL RESTRICTED UNAPPROPRIATED FUND BALANCE	5,593,978	5,870,225	2,928,649	1,504,584	2,743,438	3,062,448	. . .
12. TOTAL RESTRICTED FUNDS (9+11)	11,239,657	11,461,002	9,660,903	11,485,996	11,782,048	10,954,724	10,829,720
13. TOTAL UNRESTRICTED FUNDS (7–12)	4,088,947	4,710,593	5,764,779	6,858,083	9,248,593	9,714,329	9,357,210

1972 ACTUAL	1973 BUDGET	1974 FINAL BUDGET	LOW PROJECTION				HIGH PROJECTION			
			1975	1976	1977	1978	1975	1976	1977	1978
1,184,407	1,843,060	1,947,950	2,033,273	2,127,515	2,224,367	2,323,842	2,118,859	2,279,414	2,447,305	2,622,724
434,563	462,126	496,815	533,473	566,206	598,886	632,601	583,999	639,564	696,508	756,050
178,600	253,600	260,000	267,800	275,834	284,109	292,632	273,000	286,650	300,983	316,032
302,886	311,177	510,092	525,395	541,157	557,391	574,113	545,798	584,004	624,885	668,627
4,409,197	4,970,000	5,385,000	5,650,000	6,114,000	6,617,000	7,163,000	6,365,000	7,265,000	8,289,000	9,460,000
180,543	170,000	170,000	175,100	180,353	185,764	191,336	178,500	187,425	196,796	206,636
152,555	179,000	183,200	188,696	194,357	200,188	206,193	192,360	201,978	212,025	222,681
168,715	200,000	203,000	205,376	208,185	211,079	214,061	209,048	213,915	219,025	224,390
85,157	97,000	97,000	75,000	75,000	75,000	75,000	150,000	150,000	150,000	150,000
336,507	350,000	365,000	391,634	419,927	449,183	479,714	453,266	506,868	563,974	625,203
231,667	275,000	345,000	348,485	356,478	364,742	373,279	361,720	376,088	391,285	407,371
265,162	278,625	291,491	306,711	320,665	334,704	*349,704	319,374	343,131	367,973	393,928
36,750	45,000	45,000	46,125	47,278	48,460	49,672	46,800	48,672	50,619	52,644
249,438	285,000	474,525	493,506	513,246	533,776	555,127	512,487	553,486	597,765	645,566
122,149	120,000	136,000	90,000	90,000	90,000	90,000	140,000	140,000	140,000	140,000
486,872	208,285	189,000	96,700	97,918	99,153	100,407	147,120	149,285	151,496	153,756
344,146	433,708	157,375	120,000	125,000	130,000	120,000	120,000	125,000	130,000	120,000
710,018	850,000	850,000	850,000	850,000	...	...	850,000	850,000	...	...
3,447,289	3,333,750	3,450,000	3,519,000	3,589,380	3,661,168	3,734,391	3,588,000	3,731,520	3,880,781	4,036,012
2,147,392	1,641,200	1,580,500	1,612,110	1,644,352	1,677,239	1,710,784	1,643,720	1,709,469	1,777,848	1,848,061
...	...	860,000	561,000	572,220	583,664	595,338	577,500	606,375	636,694	668,528
15,474,013	**16,306,531**	**17,996,948**	**18,089,384**	**18,909,071**	**18,925,873**	**19,831,194**	**19,376,551**	**20,947,844**	**21,824,962**	**23,719,129**
(77,320)	914,474	940,517	...	...	...	...	...	...	...	...
...	635,018	408,900	...	...	...	...	...	...	...	...
903,411	905,497	994,537	...	...	...	...	...	...	...	...
679,399	1,366,040	1,470,358	...	...	...	...	...	...	...	...
...	...	...	...	...	...	...	...	...	...	...
1,364,576	**903,081**	**(1,142,207)**	**2,097,546**	**1,890,989**	**138,425**	**(1,878,771)**	**2,097,546**	**1,890,989**	**138,425**	**(1,878,771)**
18,344,079	**21,030,641**	**20,669,053**	**20,186,930**	**20,800,060**	**19,064,298**	**17,952,423**	**21,474,097**	**22,838,833**	**21,963,387**	**21,840,358**
816,355	2,893,250	796,122	2,669,059	754,209	847,295	947,815	2,806,656	974,820	1,167,620	1,388,346
1,472,739	1,343,680	1,486,800	1,447,705	1,577,981	1,719,709	1,874,089	1,654,100	1,908,896	2,200,198	2,534,886
1,988,637	309,778	285,862	147,221	3,453,914	(139,207)	(132,142)	153,300	3,464,703	(123,373)	(110,914)
695,145	103,548	106,295	100,106	103,713	107,417	111,220	103,010	109,063	115,382	121,975
...	...	10,000	10,000	10,000	10,000	10,000	10,000	10,000	10,000	10,000
2,952,045	2,841,231	2,955,787	3,023,222	3,092,070	3,167,438	3,239,456	3,092,222	3,234,210	3,387,051	3,541,077
1,900,364	1,393,623	1,332,510	1,363,907	1,396,137	1,419,254	1,463,229	1,395,517	1,461,254	1,529,863	1,601,406
...	...	860,000	1,948,500	459,720	2,321,164	332,838	1,965,000	493,875	2,374,194	406,028
156,077	148,500	58,900	120,000	125,000	130,000	120,000	120,000	125,000	130,000	120,000
9,981,412	**9,038,610**	**7,892,276**	**10,829,720**	**10,972,744**	**9,583,070**	**7,966,505**	**11,299,805**	**11,781,821**	**10,790,935**	**9,612,804**
(78,226)	471,901	597,553	...	...	...	...	...	...	...	...
903,411	905,497	994,537	...	...	...	...	...	...	...	...
679,399	1,366,040	1,470,358	...	...	...	...	...	...	...	...
...	...	...	...	...	...	...	...	...	...	...
1,504,584	**2,743,438**	**3,062,448**	...	...	...	...	...	...	...	...
11,485,996	**11,782,048**	**10,954,724**	**10,829,720**	**10,972,744**	**9,583,070**	**7,966,505**	**11,299,805**	**11,781,821**	**10,790,935**	**9,612,804**
6,858,083	**9,248,593**	**9,714,329**	**9,357,210**	**9,827,316**	**9,481,228**	**9,985,918**	**10,174,292**	**11,057,012**	**11,172,452**	**12,227,554**

TABLE 27-2: EXPENDITURE PROJECTION FORMAT

					L
	1972 ACTUAL	1973 BUDGET	1974 BUDGET	1975	1976
CULTURAL AND RECREATIONAL					
Arts and Crafts	38,356	53,859	59,694	. 63,574	217,706
Athletics	246,108	282,178	157,444	120,139	115,276
Social Programs	11,456	16,399	86,155	91,841	2,497,903
Special Group Programs	75,522	105,046	195,116	206,889	219,403
Recreation at Boulder Reservoir	94,861	105,562	80,579	102,972	93,974
Recreation Center Activities	271,036	1,288,634	214,998	266,520	224,414
Swimming Pools	69,132	81,685	85,042	91,636	97,668
City Parks	579,894	751,175	615,879	996,856	1,008,319
Mountain Parks	42,909	54,658	71,056	75,745	80,745
Forestry and Horticulture	95,840	284,415	583,604	580,130	627,961
GENERAL MANAGEMENT AND SUPPORT					
Legislative and Legal	105,567	85,138	156,969	166,057	176,685
Policy Formulation and Administration	80,989	102,293	315,383	297,537	130,134
Policy Research and Analysis	30,917	72,864	46,257	49,402	52,762
Fiscal and Treasury Management	13,155	26,173	65,554	69,881	74,493
Revenue Collection, Accounting and Control	305,978	329,441	369,200	388,231	411,507
Employee Recruitment Development and Welfare	78,552	157,338	156,935	161,576	172,397
Administrative Systems Development	55,734	89,006	102,315	109,557	116,780
Public Records and Communication	21,714	28,528	64,221	67,814	72,217
Building and Equipment Management	251,768	224,133	168,541	178,710	189,418
Procurement of Materials, Equipment and Supplies	43,378	51,960	42,211	44,997	47,967
Citizen Information and Participation	62,592	38,725	29,727	31,362	33,087
Contingency	2,430	69,373	145,000	151,525	158,344
TOTAL FUNDS REQUIRED – ALL PROGRAMS	**11,775,823**	**21,155,817**	**17,597,116**	**21,155,429**	**22,442,200**
RESTRICTED FUNDS USED BY TYPE:					
Open Space	328,629	2,722,830	850,044	2,669,059	754,209
Major Thoroughfares	1,046,420	1,290,000	1,486,800	1,447,705	1,577,981
Permanent Parks	678,723	1,631,609	280,600	147,221	3,453,914
Library	140,557	656,549	106,295	100,106	103,713
CATV	. . .	. . .	10,000	10,000	10,000
Water Utility	2,292,525	3,792,491	2,606,541	3,023,222	3,092,070
Sewer Utility	1,663,471	1,991,708	1,686,633	1,363,907	1,396,137
Flood Control Utility	. . .	. . .	860,000	1,948,500	459,720
Specific Gifts and Grants (Not Otherwise Restricted)	156,077	148,500	58,980	120,000	125,000
TOTAL RESTRICTED FUNDS USED	**6,306,402**	**12,233,687**	**7,945,893**	**10,829,720**	**10,972,744**
TOTAL UNRESTRICTED FUNDS REQUIRED	**5,469,421**	**8,922,130**	**9,651,223**	**10,325,709**	**11,469,456**

1974 BUDGET	LOW				HIGH			
	1975	1976	1977	1978	1975	1976	1977	1978
59,694	63,574	217,706	84,186	89,659	66,857	224,880	97,915	109,665
157,444	120,139	115,276	122,885	130,995	125,820	127,706	143,286	160,767
85,155	91,841	2,497,903	128,591	137,078	96,838	2,508,846	150,744	169,436
195,116	206,889	219,403	232,705	246,846	216,792	240,983	267,980	298,109
80,579	102,972	93,974	99,763	105,913	108,877	105,532	117,946	131,820
214,998	266,520	224,414	1,439,226	280,841	277,974	249,499	1,480,437	347,133
85,042	91,636	97,668	104,098	110,951	96,513	108,275	121,470	136,273
615,879	996,856	1,008,319	939,318	987,636	974,569	959,821	859,496	871,313
71,056	75,745	80,745	86,074	91,755	79,725	89,451	100,364	112,609
583,604	580,130	627,961	679,754	735,898	648,926	742,162	848,196	969,298
156,969	166,057	176,685	187,993	200,024	174,485	195,074	218,093	243,828
315,383	297,537	130,134	138,202	146,771	303,537	143,190	159,513	177,698
46,257	49,402	52,762	56,350	60,181	51,993	58,440	65,687	73,832
65,554	69,881	74,493	79,409	84,650	73,552	82,525	92,593	103,889
369,200	388,231	411,507	436,179	462,332	406,664	451,398	501,051	556,167
156,935	161,576	172,397	183,945	196,270	170,650	191,666	215,272	241,787
102,315	109,557	116,780	124,479	132,686	115,549	129,869	145,964	164,055
64,221	67,814	72,217	76,904	81,897	71,299	79,850	89,429	100,156
168,541	178,710	189,418	200,767	212,798	187,245	207,842	230,705	256,083
42,211	44,997	47,967	51,133	54,507	47,445	53,328	59,941	67,374
29,727	31,362	33,087	34,907	36,827	32,700	35,970	39,567	43,523
145,000	151,525	158,344	165,469	172,915	156,600	169,128	182,658	197,271
17,597,116	**21,155,429**	**22,442,200**	**22,139,708**	**19,933,511**	**22,032,385**	**23,919,691**	**24,791,022**	**23,688,240**
850,044	2,669,059	754,209	847,295	947,815	2,806,656	974,820	1,167,620	1,388,346
1,486,800	1,447,705	1,577,981	1,719,709	1,874,089	1,654,100	1,908,896	2,200,198	2,534,886
280,600	147,221	3,453,914	(139,207)	(132,142)	153,300	3,464,703	(123,373)	(110,914)
106,295	100,106	103,713	107,417	111,220	103,010	109,063	115,382	121,975
10,000	10,000	10,000	10,000	10,000	10,000	10,000	10,000	10,000
2,606,541	3,023,222	3,092,070	3,167,438	3,239,456	3,092,222	3,234,210	3,387,051	3,541,077
1,686,633	1,363,907	1,396,137	1,419,254	1,463,229	1,395,517	1,461,254	1,529,863	1,601,406
860,000	1,948,500	459,720	2,321,164	332,838	1,965,000	493,875	2,374,194	406,028
58,980	120,000	125,000	130,000	120,000	120,000	125,000	130,000	120,000
7,945,893	**10,829,720**	**10,972,744**	**9,583,070**	**7,966,505**	**11,299,805**	**11,781,821**	**10,790,935**	**9,612,804**
9,651,223	**10,325,709**	**11,469,456**	**12,556,638**	**11,967,006**	**10,732,580**	**12,137,870**	**14,000,087**	**14,075,436**

See Tables 27-3 and 4 for a summary of the information that should be gathered and how it might be organized. The City Attorney should analyze the financial limitations that may be imposed upon the community by state statute or city charter.

A growth impacted community needs financial flexibility. A growth impacted community that is severely hampered by debt limitations imposed by charter or statute should consider electing to go homerule if possible, or amending the existing city charter.

As a revenue alternative, consider policies that require developers to pay for basic community improvements required because of growth. Include:

- Tap fees (Plant Investment Fees) for utilities, parks, and possibly schools
- Use tax on construction materials
- Cost of utility extensions past undeveloped ground for subdivisions
- Cost of paved roads for subdivisions
- Dedication of open space for greenbelt and parks

GENERAL FUNDING POLICIES

Local government revenue structures typically develop along the path of least resistance. Once in effect, taxes gain a measure of acceptability, and it is often wisest, politically, to leave well enough alone. Such a policy may work in a stable community, where the demands for government spending are neither large nor growing.

However, managing rapid growth requires a major investment of public funds. A higher level of government spending will bring major issues to the surface: Who pays for managing and providing for the needs of the new population? Should the present revenue system change?

In addition to concerns for equity, it is important to note that almost every public fund-raising measure affects the decisions of private individuals. It is natural to attempt to avoid taxation. In the case of municipalities, this is often possible by living, working, buying, or selling outside of the town boundaries. But this may be contrary to the community's attempts to develop and operate efficient public service systems.

Plan revenue structures to be in effect for at least five years, preferably longer. It is time-consuming and difficult for the community to accept frequent changes in the types and rates of taxes and charges.

In rapidly growing communities, taxes and charges must respond positively to inflation in public service costs and the demands of a growing population. Of the sources available to Rocky Mountain communities, the sales tax is most responsive. Revenue from property taxes typically lags behind growth and/or inflation by two to three years. User fees grow along with population increases, but not with inflation.

Equity in paying for the specific services of new residents dictates heavy reliance on user charges and revenue bond financing to shift the burden from the existing residents. Sales taxes and property taxes place the burden of growth on the community as a whole and therefore should be used to fund programs that benefit the whole community.

Adopt taxes and charges designed to make growth pay its own way before major growth occurs. Otherwise, new residences will tap into utility systems and then it will be too late to charge a tap fee; residential and commercial improvements will be in place and potential use tax will be lost; developments will be underway without having paid fees for subsequent school or park construction.

Place utilities such as water, sewer, and electricity on a self-supporting basis to avoid the need to subsidize them with precious general tax funds. Self-supporting utilities can also rely on revenue bonds for debt financing and thus preserve limited general obligation bonding capacities for non-revenue producing facilities.

Subsidizing general fund programs with utility charges that are higher than adequate is a dangerous and inequitable practice. At the point when higher utility expenditures must be faced, the community may find itself unable to pay for general purpose programs long taken for granted, without major general tax increases.

Always tie proposed new taxes or a bond issue to a proposed expenditure at the time the expenditure commitment is made. Raising taxes to pay for past commitments loses citizen trust and support.

TAXES AND USER CHARGES

Recognize the need for a broad mix of revenue sources. Achieving the proper balance of equity, yield, responsiveness to inflation and population growth, and control in the community's overall revenue structure will require reliance on a variety of tax measures, fees, and user charges.

Keep an up-to-date file on all revenue sources that are legally available to the community. Draw on the basic financial planning work where alternatives and their characteristics are initially examined. Note state legislative developments as they occur.

Be sure that careful records of monthly collections for each revenue source are maintained. Be aware of new trends that may be developing.

Periodically audit payments and collection procedures.

- Be sure legal requirements are being observed.
- Exert proper financial control over revenue collection activities. This is especially important as user charges are applied and involve operating departments.
- Honest payment of taxes and fees is crucial for credibility and equity.

A moderate level of auditing typically pays for itself in increased revenues.

Set user charges as close as possible to the actual costs of the service being provided when the consumer is the direct, primary service beneficiary. This principle applies to:

- Utility hookups
- Water, sewer, power utility services
- Building inspections
- Recreational programs

Follow up overdue accounts with immediate, businesslike collection procedures.

BONDING AND LONG-TERM FINANCING ALTERNATIVES

The community should make a thorough assessment of its bonding capability prior to contemplating any long-range financing.

- The Town or County Attorney should review the Town Charter and state statutes to determine what the government's "legal bonding capability" is. Be aware of "debt service limitations." Be aware of "bond reserve fund requirements." What are election and legal notice requirements?

TABLE 27-3: REVENUE ALTERNATIVES FOR COLORADO LOCAL GOVERNMENTS

	GENERAL SALES TAX	SELECTIVE SALES TAX	USE TAX	AD VALOREM PROPERTY TAX	GENERAL OCCUPATION TAX	SPECIFIC OCCUPATION TAX
DESCRIPTION	Excise tax levied on retail sales of tangible personal property (sometimes services) made inside the taxing jurisdiction.	Excise tax levied on retail sales of certain products inside taxing jurisdiction. Most common are tobacco, alcoholic beverages, motor fuel, public utilities, insurance, and parimutuels.	Tax on the privilege of storing, distributing, using, or consuming articles of tangible personal property in the taxing jurisdiction and on which no sales tax has been paid. It is generally complementary to sales tax.	Ad valorem tax computed on the assessed valuation of all property, real and personal, located within the territorial limits of the authority levying the tax.	Tax imposed for the privilege of carrying on any of a broad range of occupations within the taxing jurisdiction. Denver's head tax is an example.	Tax imposed for the privilege of carrying on certain occupations within a taxing jurisdiction. Utility occupation (franchise) taxes and beer and liquor occupation taxes are common in Colorado.
YIELD	For 1% tax, state average is $35 per capita annually. Localities vary as much as ±$20 around state. No important collection lag with respect to economic development.	State Averages: Cigarette tax--10 cents per pack yields $13 per capita annually. Alcoholic beverages--30 cents per gallon yields $6-$6.50 per capita annually. Motor fuel--7 cents per gallon yields $45-$50 per capita annually. No significant collection lag with respect to economic growth.	Generally about 1/10 the yield of a comparable general sales tax. For 1% tax, the state average is $3 per capita annually. No significant collection lag with respect to economic growth. For local governments, most revenue comes from use of building materials and motor vehicles.	For non-industrialized, but urbanized areas, a levy of 75 mills raises from $150-$225 per capita annually, the higher range for more urbanized areas. Each oil shale retort plant will generate roughly $10 million annually on a mill levy of 75 mills with up to a 2-1/2 year time lag in collection.	The two most productive general occupation taxes in the state, Denver and Durgango, raise roughly $20 and $4 per capita annually. May be collection lag with respect to economic growth.	All specific occupation taxes used by Colorado cities and towns together raise less than $3 per capita annually. Collection lag of up to one year is likely.
LEGALITY	Legal for home rule cities, counties, statutory cities and towns. Election required in all but home rule cities (unless charter requires election). 4% maximum cumulative levy for all cities and counties in any one location	Legal for home rule cities. No statutory authority for counties, statutory cities/towns. Localities with cigarette taxes do not receive cigarette tax distribution from the state.	Legal for home rule cities and statutory cities/towns. No authority for counties. 4% maximum cumulative levy for all cities and towns in any one location.	Legal for home rule cities, counties, and statutory cities/towns subject to extensive charter, constitutional and statutory limitations.	Legal for home rule cities within charter limits. Legal for statutory cities/towns. No authority for counties, districts.	Legal for home rule cities within charter limits. Legal for statutory cities/towns. No authority for counties, districts.
ELASTICITY	Unit elastic (range 0.8-1.3)	Strongly inelastic (range 0.0-0.8)	Unit elastic (range 0.8-1.3)	Moderately inelastic (range 0.4-1.4). Property tax base in Garfield and Rio Blanco counties will be dominated by oil shale facilities, not by local economic conditions.	Strongly inelastic as typically used. Can be structured to be less inelastic.	Strongly inelastic as typically used. Can be structured to be less inelastic.
INCIDENCE	Regressive to income. Neutral to household size. Taxes non-resident visitors. Relief programs can reduce regressivity.	More regressive to income than general sales tax. Neutral to household size. Taxes non-residents and visitors.	Same as general sales tax. Particularly hits purchasers of motor vehicles and construction and building materials.	Regressivity similar to general sales tax. Neutral to household size. Relief programs can reduce regressivity. Oil shale facilities will dominate tax bases in Garfield and Rio Blanco. Much of the tax would be exported out of the region.	Where taxes are levied on firms doing business locally, same as general sales tax. Where tax is on exporting industry, it is exported outside of the region. A flat rate is regressive to individual income above any exemption level. Government employees exempt.	Same as general occupation tax.
CONTROL	High degree of local control for home rule cities. Statutory cities and towns, and counties, must use state form of tax and state collection system.	Where legal, local control is good.	Local use taxes are administered by local government. Good control.	Statutory mill levy limits severely constrain local control in counties, statutory cities and towns, and districts. Oil company decisions will be very important in Garfield and Rio Blanco counties.	Excellent local control.	Excellent local control.
MARKET SIDE EFFECTS	Sets incentives for retail business location just outside of taxing jurisdiction.	Sets incentives for retail business location just outside of taxing jurisdiction.	Reduces incentives for retail business location just outside of taxing jurisdiction, especially with regard to autos and construction materials.	Disincentive to new market development. Could have an effect on development of oil shale resources.	Significant side-effects unlikely at levels currently used in Colorado.	Heavy specific occupation taxes may discourage affected businesses from locating in the area and/or may result in price increases and negatively affect consumption.
CERTAINTY / PREDICTABILITY	Moderately good predictability in short run. Poor predictability over 3 to 5 year term.	Predictability depends on specific object of taxation. Good for motor fuels, tobacco products, and alcohol.	Same as general sales tax.	Good predictability of residential portion of tax base. Industrial and mining portions are more subject to erratic changes if production is unstable.	Very good predictability.	Very good predictability.
ADMINISTRATIVE COST	Largest administrative cost due to vendor fee. Total administrative cost--3-10% for home rule cities. 4-5% for counties and statutory cities and towns.	Somewhat higher than cost for general sales tax.	High. May approach 10% or more of revenue.	The cost of increasing or decreasing reliance on property tax is extremely small.	Depends on size of tax. At higher levels, the administration cost approximates general sales tax.	Depends on size of tax. At higher levels, approximates selective sales tax.
CITIZEN ACCEPTANCE	Opinions vary with existing level. Has consistently topped property tax in popularity surveys. Fractions of 1% may be preferred at times.	Opinions vary with existing level. High level of taxation on tobacco and alcohol expected. Existing levels throughout Colorado low compared to other states.	Strongly favored by local merchants selling major cost items located inside sales taxing jurisdiction.	Considered regressive and unfairly administered. Frequently comes in last in popularity in research opinion polls.	May engender opposition as "new tax." Will have opposition from business community.	Citizens may feel they are being taxed at every turn. Businesses may argue that they are discriminated against.

Source: Briscoe, Maphis, Murray, and Lamont, Inc., Oil Shale Tax Lead Time Study, prepared for Regional Development and Land Use Planning Subcommittee of the Governor's Committee on Oil Shale Environmental Problems, Denver, Colorado, 1974. This chart is a summary of Section 3 of that study.

AX	SPECIFIC OCCUPATION TAX	USER FEES	SEVERANCE TAX	LOCAL INCOME TAX	REAL ESTATE TRANSFER TAX	SITE VALUE TAX	LAND VALUE INCREMENT TAX
privi- y of pa- g jur- head	Tax imposed for the privilege of carrying on certain occupations within a taxing jurisdiction. Utility occupation (franchise) taxes and beer and liquor occupation taxes are common in Colorado.	Prices charged the consumers of various public services such as water and sewer charges or recreation program charges. Fees may include charge for capital facilities as well as operating costs.	Tax on the production or extraction of certain minerals. Colorado's oil and gas production tax is a form of severance tax. It is levied on gross incomes derived from the production of certain types of oil and gas from Colorado deposits.	Tax on the income of resident individuals, estates, and trusts and income of non-residents derived from local sources. Also would apply to the incomes of corporations located in or doing business in the local area.	Tax levied on the conveyance of real property. The tax is analagous to a sales tax on real property.	Ad valorem tax on assessed valuation of land but not improvements.	Tax imposed on the net gain in the value of a given parcel of land or land with improvements between two points in time.
ve gen- in the rpango, $4 May h re- th.	All specific occupation taxes used by Colorado cities and towns together raise less than $3 per capita annually. Collection lag of up to one year is likely.	One-time initial fees (expansion or plant investment fees) and continued use service fees (monthly utility and recreation fees) may be designed to cover all or only a share of the cost of the capital facility and its associated operating costs. Collection generally follows initial capital construction but precedes expansion.	Colorado's oil and gas production tax allows a credit against certain ad valorem taxes paid by producers. A 5% severance tax on the gross proceeds from the sale of oil from oil shale is estimated to generate $3-1/2 million annually per 50,000 bbl/day operation, excluding tax credits.Multi-year revenue collection lag expected.	For fiscal year 1972-73, Colorado collected in excess of $100 per capita in personal and corporate income taxes. A 25% local surcharge or a 1/2% flat rate would each raise approximately $25 per capita annually. Income tax collections are subject to multi-year lags from the occurance of economic activity.	Based on existing documentary fee collections, a 1% real estate tranfer tax would produce $10-$15 per capita annually. Tax collections would tend to lead economic development.	15-20% of yield from identical mill levy on all real and personal property. Same time lag problem as with property tax.	Depends on exact nature of tax, but generally low in existing applications.
cities . ities/ for	Legal for home rule cities within charter limits. Legal for statutory cities/ towns. No authority for counties, districts.	Legal for all types of local governments.	No existing authority for this tax. The General Assembly could enable such a tax at the state, regional, or local level.	A local income tax, levied by the General Assembly at the request of local political subdivisions, may be constitutional but unauthorized by statute.	Counties, statutory cities and towns, and special districts do not have express authority to levy a real estate transfer tax. The tax may be legal for home rule cities, but no court test has been made.	No authorization for statutory political subdivisions. May be legal for home rule cities. Does not appear to be prohibited by constitution.	Same as income tax.
typi- truc- astic.	Strongly inelastic as typically used. Can be structured to be less inelastic.	Strongly inelastic with respect to inflation. Unit elastic with respect to population growth and real income growth.	Changes in revenue from severance taxes are not correlated with changes in local economic conditions.	Strongly elastic (range 1.3-2.0).	Generally elastic, yet subject to strong influence of money market conditions.	Same as property tax.	Highly elastic but subject to strong influence of money market conditions.
d on local- ales ex- is he is al ption ploy-	Same as general occupation tax.	Paid by the beneficiary of the service or facility. User fees ignore citizens' ability to pay. User fees can insure growth pays its own way.	Mining companies faced with severance taxes attempt to pass them along to customers or their labor force. In tight labor markets, more taxes will be passed on to consumers, thus exported from the region.	Graduated income taxes (State of Colorado) are strongly progressive with respect to income. Corporate income taxes are exported by export base industries. Income taxes bear lightly on elderly and low income people.	Conditions in real estate markets determine tax incidence. In a soft, buyers market, the seller will bear more tax burden than in a tight sellers market.	Landowners of all types. Less burden on occupants of high density residences.	Landowners in areas experiencing rapid increases in land value.
l.	Excellent local control.	Excellent local control. Control as a revenue source is enhanced by the fact that increased costs due to increased demand are self-financing.	Very poor local control. The General Assembly sets the rates and non-local factors determine the size of the tax base.	Because of the constitutional requirement that only the General Assembly may levy income taxes, rates would not be locally controlled. In the short run, tax base is outside local control.	Tax rate is subject to local control, but the tax base is influenced by non-local economic developments.	Statutory mill levy limits severely constrain local control in counties, statutory cities and towns, and districts. Oil company decisions will be very important in Garfield and Rio Blanco counties.	Very poor local control of rates (established by General Assembly) and tax base (sensitive to money market conditions).
ts rently	Heavy specific occupation taxes may discourage affected businesses from locating in the area and/ or may result in price increases and negatively affect consumption.	Set incentives for the efficient use of public services since users pay for only the amount used. High initial fees for public facilities are reflected in higher housing costs.	Set incentives for the taxed activity to locate outside of taxing jurisdiction or not locate in the area at all. The higher the tax, the stronger the incentive. Effects can be much broader after mining activity is established in an area.	Significant market side-effects not identified.	Creates incentives to avoid property sales. In a tight market, housing prices will rise to cover tax cost. In a soft market, housing prices will be less affected. Such effects correlate to the tax rate applied.	Creates incentives to put land into its highest and best use allowed by law. Favors full development of area.	Reduces return to land speculation. Would inhibit exchange if applied to real rather than accrued gains. If applied to accrued gains, would provide incentive to put land into highest and best use.
ty.	Very good predictability.	At fixed rate levels, good predictability. However, rate variations can be expected to affect consumption as well as costs.	Very poor certainty/predictability.	Moderately good predictability in short run. Poorer predictability over 3 to 5 year term.	Poor certainty/predictability.	Very good predictability.	Unpredictable. More so if real gains are taxed, as opposed to accrued gains.
. At is- es	Depends on size of tax. At higher levels, approximates selective sales tax.	User fee revenue systems may give rise to substantial costs due to rate studies, monitoring, consumption, individual billing, and expanded accounting systems.	Very low.	Very low for state-collected, locally returned local income tax.	Major cost is enforcement in major transactions. Generally low administrative cost. Lack of experience with this tax in Colorado suggests unknown administrative problems.	If land is assessed for property tax, little additional cost would result for site value taxation.	Administrative cost cannot be estimated due to lack of experience with this tax in the U.S. and because of the variety of forms of the tax.
as p- com-	Citizens may feel they are being taxed at every turn. Businesses may argue that they are discriminated against.	Generally favorable. For low-income citizens, however, use of some public services may fall below a socially desirable level.	May be favorable if citizens feel energy consumers should share development costs and/or because severance taxes are largely exported.	Less favorable than federal income tax. Citizens can be expected to oppose a "new tax."	May engender opposition as "new tax," especially from realtors.	May engender opposition as "new tax" and since large rates are necessary to generate sizable revenues from small tax base.	Better acceptance if moderate gains accumulated over long periods were exempt. Tax on real rather than accrued gains would be more acceptable.

TABLE 27-4: NON-MONETARY FISCAL DEVICES FOR COLORADO LOCAL GOVERNMENTS

	GENERAL OBLIGATION BONDS	REVENUE BONDS	SPECIAL ASSESSMENT BOND	INDUSTRIAL DEVELOPMENT BONDS	REFUNDING BONDS	LEASING/ INSTALLMENT PURCHASE	NON-PROFIT CORPORATION
DESCRIPTION	Bonds backed by the full faith and credit of the issuing agency. Issuers promise to levy additional property tax to retire debt if necessary. Promise to pay is contractual and unrestricted. These are lowest interest rate bonds.	Bonds issued without backing of full faith and credit of the issuing agency. Bonds usually retired from revenues generated by the project, financed, or more broadly, from revenues from specified sources other than general fund.	Special assessment bonds are issued to pay for public improvements where specific private benefits exist. Payments from private individuals retire the bonds on the basis of benefit conferred.	Also called county and municipality development revenue bonds. Issued to aid industry in financing capital costs. Government incurs no debt, bonds retired by payments from industry. Bonds are tax exempt.	Bonds that are issued to change the form of outstanding debt, to achieve certain advantages. Any type of bond can be refunded.	A technique by which local government can acquire equipment or public facilities immediately without the capital funds necessary for outright purchase. Lessor is a private leasing firm or a non-profit corporation.	A relatively new and flexible concept. A non-profit corporation may issue tax-exempt bonds for the purpose of creating public facilities that will eventually become the property of a sponsoring public agency when the bonds are paid.
PURPOSE	Used by local government to finance capital projects when it is felt that the project should be paid for by the entire public, spread over a long period of time.	Originally conceived to provide front-end financing for facilities that could pay for themselves over the long run. Recent applications permit use where self retirement of debt from the project is impossible, but pledge of other revenues permits utilization.	To enable property owners to amortize over a moderate period of years, at a low interest rate, the capital costs associated with constructing various public facilities, i.e., streets, storm drainage, water or sewer.	Must serve a public purpose whether it be attraction of industry to stimulate economic growth or the provision of services in furtherance of the public health or welfare.	Generally, to shorten term of issue, achieve more favorable interest rate, eliminate restrictive covenants of base issue, reorganize the maturity pattern or to consolidate debt.	Generally used by local governments facing substantial capital outlays who choose (for various reasons) not to pursue traditional forms of debt financing. Can be used to avoid debt limitation requirements.	To provide public facilities for a governmental agency with tax exempt bonds without creating any debt for the agency benefitted.
LEGALITY	The state constitution requires that local government general obligation debt (1) be for a public purpose, (2) except as otherwise provided by a home rule charter, be approved by the electorate, and (3) fall within statutory debt limitations. Debt contracted for the purposes of supplying water is excepted from the above provisions.	Only applicable constitutional requirement is that the debt be issued for a public purpose. Except as provided by home rule charter, no debt limitation or voter approval requirements.	Specific statutory authority exists to permit cities, towns, and counties to create special assessment districts, sometimes called local improvement districts, that may borrow by issuing special assessment bonds.	These avoid the Colorado constitutional requirement that prohibits lending of public funds to any person, company, or corporation. Statute does not require election.	Generally, any bond that can be legally issued can also be legally refunded. Debt limitations are not additive and, therefore, are not a factor.	Legal problems exist, care in usage is necessary. Most local governments have the power to lease. Generally, they must (1) only be bound for 1 year, (2) make rental payment out of yearly revenues, (3) be able to "walk away" at the end of any yearly period.	Use of non-profit corporations as a financing device requires careful attention to legality in Colorado. It is possible that in certain applications, the non-profit corporation acts as an agent in acquiring debt on behalf of the local government.
CITIZEN OR POLITICAL ACCEPTANCE	Due to election requirement, citizens' right to approve or reject is positive and direct on each issue.	Since facility user fees are the principal means of debt retirement, most citizen concern comes from users of facilities and how much they will pay.	Citizens who want a certain public improvement that will result in a direct and specific benefit often support this approach. Most districts are not created without some form of majority consent by the benefitting and, therefore, paying property owners.	Citizen understanding is often a problem. Feeling that issuance of bonds is a public subsidy to a private purpose is common. Full public disclosure of total program is necessary.	Citizen understanding and a clear public purpose are probably the keys to acceptance	Generally, leasing does not seem to attract much public attention. Leasing may be particularly acceptable in a situation where standard forms of debt-backed purchases are turned down by the voters.	Since there has been little use made of the concept, public reaction is not well established. Concern could arise in the areas of (1) evading governmental debt limitations and (2) no election.
ADVANTAGES	Gives local governments the best possible terms. Retired from ad valorem taxation over life of issue. A hedge against inflation. Projects can be financed which do not generate revenue.	No debt limitations. Default on issue does not burden local tax payers. Voter approval not always necessary. Concept of user pays is popular.	Requires little or no capital from the issuing agency. Does not ordinarily affect community debt limits. Formal election is not required. Citizen involvement tends to shape the project into a publicly acceptable form.	May permit small industrial developments to locate in an area where private financing might preclude it. Bonds are not subject to public debt limitations. Debt retirement is by the industry. not the public. Serves as a planning tool for local governments.	Offers opportunities for flexibility in modifying community debt structure. No election required. Issuance costs are low. Net dollar gain can accrue to issuing agency	Impact on community debt limitations can be avoided if properly structured. No vote required. Lease can be custom tailored to specific need. Lessee may still acquire title to facility at end of lease period. Facilities may be acquired faster than with use of debt financing.	Could provide financing for projects otherwise not financible. Permits use of tax-exempt funds. Protects the debt capacity of the public body. Public body control over the entity is adequate to assure achievement of public purpose. Generally affords much greater degree of flexibility in financing public facilities.
DISADVANTAGES	Lag time obtaining funds can be very costly. Community debt limitations could restrain logical usage. When paid off with property taxes, costs are not necessarily paid for by the project beneficiaries. Can only be used for certain purposes in counties.	Typically higher interest rates than for general obligation bonds. In case of bond default, moral obligations may result in community obligations. Exposure to litigation is greater than for voter-approved general obligation bonds. Use may be limited to revenue-generating projects.	Special assessment bonds demand interest rates higher than general obligation bonds. Never 100% citizen support. Administrative costs can be high percentage of small project costs. Flexibility of bond issue may be significantly limited by statute.	Necessity for private company to deal with public sector inhibits some applications. Size and application limits restrict use. Local governments hesitate to use because of political problems and fear of hurting credit standing. Interest rates generally highest of all tax-exempt bonds.	Some administrative costs do occur. Therefore, savings must be significant enough to offset this loss.	Interest rates are usually high. Lack of clear definition still clouds some potential applications. Limit to an annual lease is a problem. Implicit interest costs in some installment purchase agreements do not reflect tax exemption of interest payments.	Time requirement to set up project is significant. Conservative local governments may be reluctant to get involved with such new concepts. IRS ruling of tax exempt status on bonds may not always be easy to obtain if public purpose is not clear and simple. Requires significant guidance from fiscal advisor.

Source: Briscoe, Maphis, Murray, and Lamont, Inc., Oil Shale Tax Lead Time Study, prepared for Regional Development and Land Use Planning Subcommittee of the Governor's Committee on Oil Shale Environmental Problems, Denver, Colorado, 1974. This chart is a summary of Section 4 of that study.

NON-PROFIT CORPORATION	SPECIAL DISTRICTS	LOCAL IMPROVEMENT DISTRICTS	GENERAL IMPROVEMENT DISTRICTS	REGIONAL SERVICE AUTHORITIES	INTERGOV'TAL AGREEMENTS	REGIONAL REVENUE DISTRIBUTION	INDUSTRY ASSISTANCE TO LOCAL GOV'TS
A relatively new and flexible concept. A non-profit corporation may issue tax-exempt bonds for the purpose of creating public facilities that will eventually become the property of a sponsoring public agency when the bonds are paid.	These quasi-municipal units take several forms. Most are created to deliver a single urban service; e.g., water, sewer, parks. They are governed by a Board of Directors either governmentally appointed or elected by direct vote.	A device by which people in cities and counties can provide certain public improvements in the vicinity of their properties by assessing themselves (thru acts of their government) for the costs of the improvements. It is common for local improvement districts to borrow by issuing special assessment bonds.	A quasi-municipal entity with powers of taxation and borrowing created by a city or town to carry out some public purpose. Governing body of the district is the City Council. Substantial involvement of tax-payers within the district is required. Debt of the district is not a debt of the city.	Political subdivisions of the state formed to meet numerous service needs on a regional basis—recently authorized by state legislation. Requires at least two counties. None exist at present. Created by and limited to services approved by the voters.	Contracts among various levels of government to provide certain urban services or to cooperatively purchase an urban service. One agency or private corporation can provide the service for two or more agencies on some fee basis--powers exist to create broad coverage taxing districts.	Sharing part or all property and other taxes throughout the region regardless of location of tax generator.	A multitude of techniques whereby industry assists local government in delivering a broad range of urban services to citizens; i.e., industry built or financed facilities, purchase of bonds, purchase of short-term paper, third-party leasing, prepayment of taxes.
To provide public facilities for a governmental agency with tax exempt bonds without creating any debt for the agency benefitted.	Purpose is to deliver an urban service that is not being delivered or cannot be delivered by existing general governmental agencies.	To provide a device by which public improvements benefitting specific private properties can be made without significant governmental expenditures. Private lands are assessed according to benefits received. Less than 100% of project costs can usually be assessed, therefore some general government costs are likely.	To create a quasi-municipal agency which permits tax-payers in certain areas to create certain public improvements without payment from the city. Payments from the tax-payers within the district or revenues from facilities created by the district may support tax-exempt borrowing.	Legislative purpose is to utilize single service authorities in providing multi-function services and facilities across local government boundaries to reduce duplication, proliferation, and fragmentation of some urban services.	To permit local government agencies to cooperatively use their powers to effectively deliver and finance urban services. Supports the concept of cooperation between agencies rather than reorganization of political boundaries and entities.	To encourage regional unity and avoid competition. To permit the area to share in the benefits of commercial and industrial growth as well as to deal jointly with complex problems of growth without competing for tax base.	To assist local government in providing needed facilities and services when it is unable or unwilling to provide them on its own. Basic purpose is to eliminate imbalances between service demands and local governmental resources.
Use of non-profit corporations as a financing device requires careful attention to legality in Colorado. It is possible that in certain applications, the non-profit corporation acts as an agent in acquiring debt on behalf of the local government.	Special districts are creatures of the state and their powers and creation are provided by express state legislation. County approval of special district creation is necessary.	Use in cities has a long history--legality not a question as long as proper procedures are followed and the specific benefit test is met. Use in counties is relatively new; some problems with bond issues.	Statutes permitting creation of these districts are reasonably long standing and application to parking-related projects should cause few problems. Liberal interpretation of what constitutes a public purpose facility under this district could create untested situations.	Constitutional amendment passed in 1970 provides authority. Enabling legislation was passed in 1972.	Enabling legislation is very broad as to powers of local government. This concept lets two or more local governments contractually share those powers including taxation. A broad but underutilized Act.	New legislation would be needed in Colorado. Limitations would be subject to the enabling Act.	Legality problem for local government except for due payment of taxes which raises many questions.
Since there has been little use made of the concept, public reaction is not well established. Concern could arise in the areas of (1) evading governmental debt limitations and (2) no election.	Formations are usually lightly noted by the citizenry at time of creation. Landowners see them as a way to permit more intensive use of their land. Conflicts with broad urban service programs and goals often occur later.	Generally accepted when the facilities built clearly deliver a special benefit. Controversies often occur. Benefits may not always be as direct and positive as some citizens would like.	Should be generally positive if the public purpose facility planned is agreeable to the public. Sufficient tax-payer involvement is required during the procedures setting up the district to gain citizen approval.	Substantial citizen concern that RSAs may dilute power of local government. Concept is sound, but citizens have reservations about its workability.	Should be highly acceptable. No new government is created. Existing systems are reinforced.	Substantial controversy could be expected. Those with the bulk of the anticipated tax base under present circumstances likely will be reluctant to share the revenue source.	Most techniques would elicit positive reaction from local community. Assistance resulting in the creation of a company town may not be acceptable. Generally, most forms of assistance will be viewed as a commitment to industry stability and longevity in the community.
Could provide financing for projects otherwise not financible. Permits use of tax-exempt funds. Protects the debt capacity of the public body. Public body control over the entity is adequate to assure achievement of public purpose. Generally affords much greater degree of flexibility in financing public facilities.	Circumvents problems dealing with political boundaries. Economies of scale can be achieved. Broad geographic view of service need is possible. Relatively easy to create. Can function expeditiously if managed properly.	Provisions for public facilities without general fund tax dollars. Public involvement in "their" project is usually good. Projects lacking public support usually do not get built.	A vehicle to create public purpose improvements when other alternatives may not exist. The ad valorem taxing power vested in the district provides sound financial backing. The legislative body of the city is directly involved in the project to assure continuity with city programs. No city funds need to be spent on the project.	Broad view of a specific service is possible. Economies of scale. Circumvention of local boundary problems. Regional tax would create large revenue base. Politically responsive system. Planning for coordination and efficient development of physical, social, and economical elements are required.	No new government is created. Economies of scale. Existing government system is reinforced. Taxing district power gives broad revenue base. Political boundary problems can be avoided.	Regional distribution of monies without an additional layer of government. Funds could flow to population impact points. Maintains the existing fundamental tax structure. Regional solutions to regional problems.	Facilities and services become possible that might not exist otherwise. Front-end monies from the community are not required. Industry commitments to assist local government tend to spell stability and a positive outlook for the future.
Time requirement to set up project is significant. Conservative local governments may be reluctant to get involved with such new concepts. IRS ruling of tax exempt status on bonds may not always be easy to obtain if public purpose is not clear and simple. Requires significant guidance from fiscal advisor.	Can dilute the powers of local general governments. Not always politically responsive to public. Optimization of a single urban service may be counterproductive to optimizing a broad spectrum of urban services and goals. Seldom responsive to comprehensive planning efforts of local government.	Administrative requirements are substantial and add to the cost. Lapsed time on a project is usually longer than standard government funded project. Assesses some people who don't want or can't afford the project.	District creation is generally accompanied by red tape and administrative time lags. City government must give time and energy to the district even if no city monies are involved. Although the debt incurred is not a responsibility of the city itself, those who are encumbered to assure payment are less free to support costs of other full city obligation projects later.	Viewed as another level of government. May conflict with local government in broad urban service priority exercises. Regional planning requirement may not be supported locally.	Multi-agency agreements for services could cause conflicts when trade-offs are required with other urban services. Regional plan achievement might become more difficult. Competitive forces between local agencies could limit necessary cooperative attitudes.	Formula for distribution could cause controversy. Affluent counties would be "giving up" funds to their less fortunate neighbors. Erosion of one more power of local government for those desiring local autonomy.	People who make voluntary contributions tend to attach restrictions to the "gifts." The "Big Brother" image could be created. A company town could be competitive with existing centers. Places demands on industry and resources that are not directly related to production or profit.

- Use the long-range (five-year) revenue/expenditure forecast based upon existing revenue sources to determine the municipality's "practical bonding capability." If assistance is needed, an independent consultant may be more objective than an investment banker or engineer with a stake in the outcome.
- Analyze the impact that additional revenue sources could have upon the municipality's "practical bonding capability."

Become knowledgeable about long-range financing options available to the municipality other than the traditional general obligation bond approach.

Refer to Table 27-4 for some options. These will differ from state to state in their legal aspects.

BONDING PROCEDURES AND POLICIES

When contemplating a municipal project that will require bonding, select a regional investment banking firm whose primary role will be to assist the municipality with marketing its bonds at the lowest possible interest rate. Become familiar with the terms and jargon. Refer to the glossary in Appendix G.

- Investment bankers may offer reasons why a municipality should not sell bonds at a "public sale" -- some are valid; some are not.
- An investment banker has more to gain if bonds are "negotiated" directly with his/her firm.
- When in doubt about the merits of "public sale" vs. "negotiated sale" approaches, seek the advice of an independent financial consultant.

In most cases it is in the town's best interest (financially and politically) to seek competition through marketing its bonds at a "public sale."

When selecting an investment banking firm, be specific about the fees the investment banker will charge and discuss the firm's capabilities in the following service areas:

- A review of the municipality's legal and practical bonding capability.
- A careful review of the project costs that are to be funded through the bond issue. Be careful not to overlook or underestimate "hidden" costs, such as utility relocation costs; future change orders -- provide for a contingency; professional fees - "fiscal agent fees"; cost overruns -- anticipate them; landscaping; special equipment -- furniture/fixtures; and interest on the bonds during the construction period should be included in many cases.
- Selection of qualified bond counsel -- the legal firm that will render its opinion should appear in the "Red Book."
- Coordination of all legal matters, publication requirements and ordinances.
- Preparation of the election ballot.
- Coordination of the bond election campaign including attendance at public hearing, presentation of financial data, and assistance with the preparation of newspaper articles and citizen mailings.
- Structuring of the bond maturities schedule in a manner that provides the greatest financial flexibility for the community.
  - ☐ "Interest payment only" should be considered for the first couple of years.

  - ☐ Issuing the bonds at a "premium" can result in additional front-end revenues for the town.
  - ☐ Stay away from balloon payments -- annual debt service payments should level out after the first three-four years.
  - ☐ Allow for future refunding possibilities.
  - ☐ The life of the bonds should relate to the life of the project; stay away from maturities in excess of 20 years.
- Preparation and mailing of the "notices of sale" -- this does not have to be elaborate or fancy.
- Efforts to obtain the highest possible credit rating for the bond issue.
  - ☐ Make rating agencies aware that the municipality is concerned about maintaining and improving its credit rating.
  - ☐ Auditors' reports, budgets, Certificate of Conformance, and long range financial forecasts can help.
  - ☐ Rating agencies base their decision upon assessed valuation, overlapping debt, and the fiscal stability of the community.
- The bid opening and award.
- Any interim financing that may be required prior to the bond closing.
- The actual closing on the bonds.
- A "bond proceeds investment plan" that has as its objective maximizing interest earnings from bond proceeds during the construction period. The municipality should pursue an aggressive investment policy during the construction period -- plan ahead:
  - ☐ Know when investments will fall due.
  - ☐ Know what interest rates banks will pay.
  - ☐ Don't take chances -- security is important.
  - ☐ Investing funds with a local bank is usually politically expedient, but make sure interest rates are competitive.
  - ☐ Don't let funds sit idle in checking accounts. (Refer to the chapter on "Managing Cash Resources.")

CITIZEN INVOLVEMENT

Citizens usually do not understand governmental revenue structures and their relationship to the problem of financing growing expenditure requirements. Whenever major changes or additional taxes are being considered, involve citizens in an advisory role.

Before proposals are made public consider creating a citizens' tax advisory committee to:

- Study available alternatives.
- Evaluate alternatives in light of all community goals (with the exception of financial need) and as to yield incidence, elasticity, legality, administrative cost, local control, side effects, etc.
- Make recommendations of preferred alternatives if and when need can be demonstrated.

Assign staff to work with and help inform the citizens' group. Request a written report.

When it is determined new taxes are required, take time to inform the community of why the need exists, and request the advisory groups assistance in educating the community on the proposed alternative.

ELECTIONS

Involve community leaders and citizen advisors before planning a tax or bond election. Recognize the difficulty in selling a tax increase. Sell the program's benefits while being honest about cost and required financing.

- Educate citizens about the community's existing tax structure and past performance in financing needs.

- Solicit advice and either follow it or give sound reasons why not.

Plan ample time for community information.

- Use plans and studies done previously to relate expenditure needs to community goals and needs caused by growth.
- Deal with issues of "who pays" in an honest and straight-forward manner.
- Relate funding needs closely to expenditure requirements, but avoid locking the community into a long term earmarking of funds for needs that might later drop in priority.
- Publicize the alternatives to the planned rate increase or bonds without appearing to "threaten" the community.
- Prepare and distribute fact sheets addressing common citizen concerns. Encourage citizen groups to distribute these personally and to give reasons for their support of the proposal.

Active and solid support from local legislators is essential. They are the community leaders. If they are not sold, the community will waiver as well.

INTERGOVERNMENTAL FUNDING

Grants and loans are available from the state and federal government. Some funds are distributed according to legislated formulas, like general revenue sharing; others are discretionary. Though formulas may be affected by major collective lobbying efforts, pursuit of discretionary funds promises the greatest return for the local effort required.

Concentrate efforts on obtaining discretionary, or categorical grant funds.

- Plan to make a sustained effort in getting to know state and federal administrators who control discretionary grant funds.
- Do not assign low level staff personnel the job of pursuing grant funding.

The best source of information on grant availability is word of mouth. If you are close to state and federal offices, you will be the first to know. You will also have insight as to what kind of program is desired by the funding agency.

Utilize the community's plans and capital program to communicate the range of community needs.

- Know your complete list of needs, so efforts can be directed to the most promising areas. Funds may not be available for parks, but may be for water.

- Communicate the community's overall needs to the state/federal representatives. Their ideas may be stimulated.

- Use the capital program to show that the community's priorities have been well-thought out, and that the community is not simply fishing.

When conducting a project funded with state or federal assistance, remember that performance will be monitored, and that success or failure will affect chances for future grants. Everybody likes to support a winner. Make the grantor agency look good.

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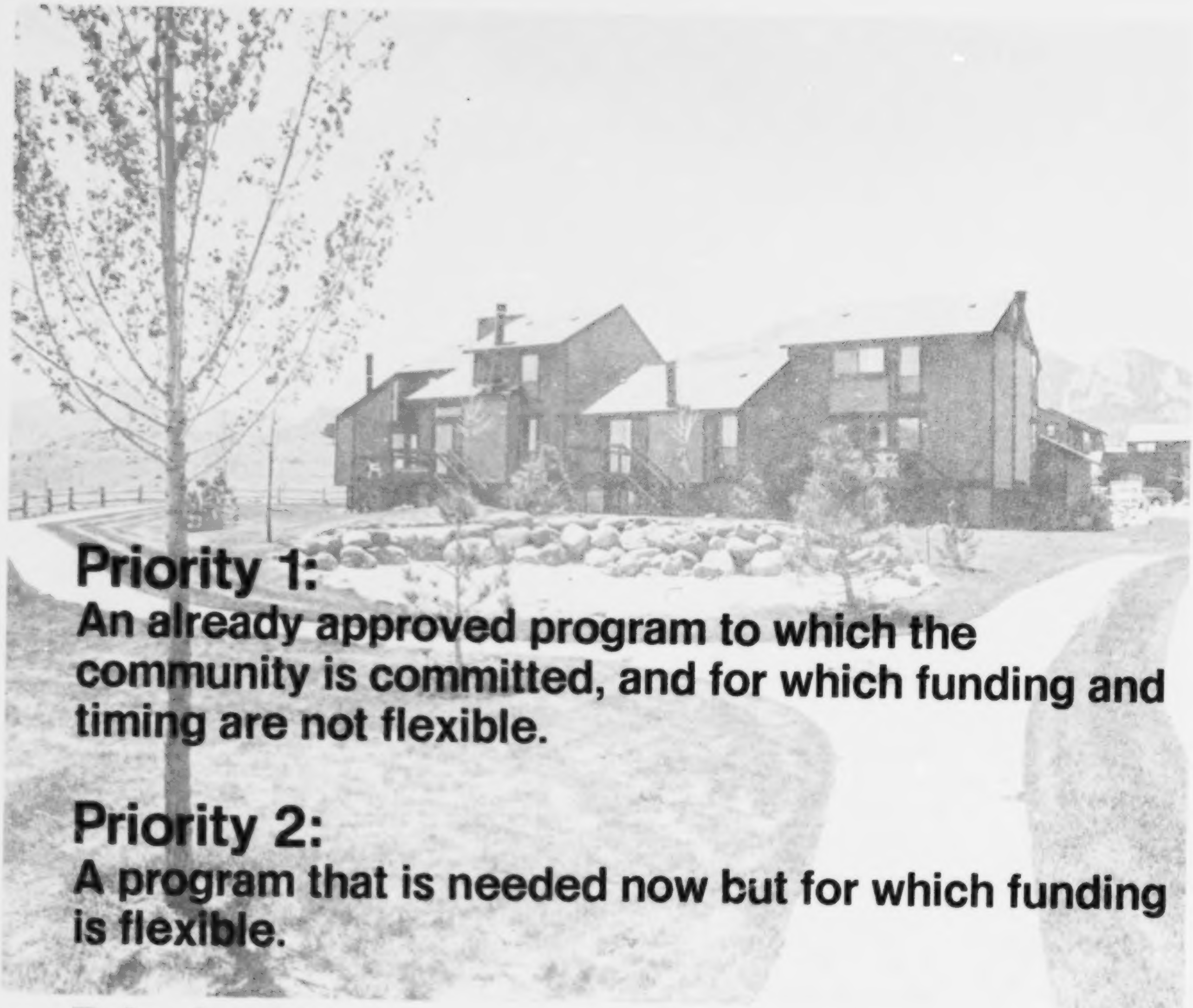

Priority 1:

An already approved program to which the community is committed, and for which funding and timing are not flexible.

Priority 2:

A program that is needed now but for which funding is flexible.

Priority 3:

A highly desirable program that has both timing and funding flexibility.

Priority 4:

A program lacking immediate justification but that may be needed in the future.

Priority 5:

A program requiring more analysis before a commitment can be made.

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28 Capital Improvement Programming

After following the procedure described previously, the community will have (1) established service level standards that reflect the community's public service goals, (2) identified appropriate future land use patterns, (3) adopted policies and plans for providing community services and physical facilities, and (4) assessed service deficiencies that exist now and/or can be projected as growth occurs (refer back to the previous chapters in this section).

This process will surface substantial needs for new capital facilities expenditures. Immediate development of all "needed" facilities and programs will likely be beyond community financial capabilities. Capital improvement programming (CIP) can be the means to decide where to focus immediate attention and what to do first.

Capital improvement programming is a process for developing a list of needed facilities in all functional areas (utilities, parks, public safety, etc.) together with priorities. Costs and financing possibilities are included. The process for developing the list is important. It is a way of testing the community's standards and plans in terms of concrete proposals for facility development. Also, priorities cut across functional lines. The capital spending proposed in the annual budget is formulated from the CIP.

Capital programming can accomplish more than simply identifying highest community priorities for immediate funding. As one element of the overall management process described in this handbook, capital programming can provide a framework to:

- Identify and test the effects and mutual compatibility of service standards, land use patterns, and management policies previously considered.
- Provide a forum for discussion of priorities, in which all the community's near-future needs are considered together and in light of available financing.
- Detail the community's financial needs, based on a logical plan and set of policies. A detailed statement of need can be used to seek assistance from other governmental agencies and stimulate discussion of "non-traditional" financial tools.
- Coordinate the community's efforts, both internally and with other governmental agencies -- local, regional, state and federal.
- Crystallize and support the community's growth management plans and policies so administrative personnel can direct wholehearted efforts toward implementation.

CIP COORDINATION

Preferably, a single staff member should coordinate development of the CIP. If possible, this should be the community planner. When there is no planner, a small committee including a planning commission member, the public works director, and the town clerk might coordinate the process.

Principle responsibilities of the CIP coordinator or coordinating committee are to:

- Develop a timetable and make sure it's followed as closely as possible.

- Provide guidance to staff personnel involved in preparing CIP requests.
- Review activities and progress of request preparation to check for gaps, duplication, misunderstandings, or possibilities which may have been overlooked.
- Identify opportunities for coordinating and financing projects.
- Publicize the CIP process.
- Maintain a "whole picture" approach to the process in order to achieve balance between various departmental requests.

GETTING STARTED

The coordinator should prepare a schedule and calendar for the CIP process. See the example in Table 28-1.

- Start early. The process must be open and the various meetings required will take more time than you may anticipate. Especially the first time a CIP is prepared, plan for extra time.
- Schedule the process so departmental requests and initial public reviews are completed before the manager or mayor prepares annual budget requests. The CIP is necessary for proposing the coming year's capital spending.
- Work closely throughout the process with everyone involved to assure the CIP is ready on schedule.

Start with the CIP from the previous year, if it exists. Once an acceptable CIP is developed, the yearly procedure is mainly updating, refining, and adjusting. Continuity in annual CIP's is evidence of a process working effectively, even though review, changes, and renewed commitment are essential each year.

The coordinator should hold a briefing for staff preparing requests where the following items are covered:

- Initial direction from the legislature and chief administrator
- Schedule
- Cost factors to handle inflation
- Assumptions for growth, future land use patterns
- System for assigning project priorities (see suggested system in this chapter)
- Organization and approach for presentations to the advisory review agency at public hearings

BASIC PRINCIPLES FOR CIP PREPARATION

The CIP should reflect the community's goals by using accepted standards for facility sizing and design. (See chapters on "Getting Control" and "Planning and Policies for Physical Facilities" for specific discussion of establishing standards.)

Where accepted standards do not exist, clearly identify the assumptions underlying physical plans. Don't wait until you have adopted all your standards and plans to do a CIP. Start now, refine them as additional information is available the following year.

Standards that exist, or stated assumptions, should be reviewed and approved by advisory boards where appropriate.

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TABLE 28-1: BUDGET AND CAPITAL IMPROVEMENTS PROGRAMMING SCHEDULE—EXAMPLE

Activity	Year	Month
First quarter status report on 1977 completed projects and 1978 projects underway.	1978	3
Manager-Council formulation of initial direction for 1979 activities.	1978	3
Five-year projections of revenues and expenditures reflecting existing commitments.	1978	4,5
Planning Department briefings with departmental staff and Planning Commission.	1978	4,5
Preparation of departmental requests.	1978	5
Revenue estimates for 1979.	1978	5
Planning Commission hearings and recommendations to Manager.	1978	6
Five-year projections of various CIP scenarios.	1978	6,7
City Manager review and hearings.	1978	7
Development of Manager's joint operating-capital budget.	1978	7,8
Manager's five-year budget projections.	1978	7,8
Manager's budget to printers.	1978	8
Third quarter status report on 1978 projects underway.	1978	8,9
Council hearings on proposed budget/CIP.	1978	9,10
Adoption of budget/CIP and mill levy.	1978	10,11
Execution.	1979	All
First quarter status report on 1978 completed projects and 1979 projects underway.	1979	3
Third quarter status report on 1979 projects underway.	1979	8,9
First quarter status report on 1979 completed projects and 1980 projects underway.	1980	3

Standardize assumptions regarding population growth, locations of new development, anticipated annexations, inflation in cost factors.

Agree on a system for priority rating. Some systems aim to be highly objective, identifying criteria and weighing project importance to arrive at a numerical project rating scale. However, safety and public health tend to dominate a numerical system, and typically push social and cultural programs to a low priority level (how does a city ever justify a cultural center, a mall, or a city hall?). Because numbers often lead to counterintuitive priorities, such systems usually break down in the political arena.

A more satisfactory approach is subjectively to equate alternative projects with the community's goals and needs. As long as the review process is open, department heads and the public will be kept informed, and an effective priority profile can be achieved. This approach would classify requests as follows:

- Priority one: An already approved program to which the community is committed, and for which funding and timing are not flexible.
- Priority two: A program that is needed now but for which funding is flexible.
- Priority three: A highly desirable program that has both timing and funding flexibility.
- Priority four: A program lacking immediate justification but that may be needed in the future.
- Priority five: A program requiring more analysis before a commitment can be made.

Use the overall list of facility needs to identify opportunities for coordinating and financing projects.

- A low priority utility line replacement can logically occur concurrently with a higher priority street pavement project because of the cost savings of doing them together.
- A substantial impact can be achieved in a given area of the community by concentrating projects in a given year.
- Private assistance may be forthcoming if a project can help a private company eliminate a problem, e.g., a parking area or paved road.
- Grant assistance can more readily be sought and grant funds justified when needed capital projects are carefully selected according to a CIP process.

Project capital requirements over six years. Don't be constrained by uncertainty over the community's ability to finance projected capital needs.

- Construct the list based on what is presently needed, plus what new facilities will be required to serve added population to the community's standards.
- Only pare down facilities planned for the upcoming year to fit known budget constraints.
- It may be unrealistic to expect to correct all existing facility deficiencies within a six-year period. But resolve not to let deficiencies grow.
- Be sensitive to the risk of allowing growth with streets, parks, safety protection, etc., below standards. Quality will always be a casualty. In the long run the public will pay the price.

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PREPARATION OF PROJECT REQUESTS

Operating department personnel, the mayor, or commissioners are responsible for preparing project requests based on previously established service level standards and functional facilities plans. (Refer to "Planning and Policies for Physical Facilities."

- Do not necessarily accept the "traditional approach."
- Question consultants' recommendations. Get a second opinion or review by available state personnel.
- Consider opportunities for subcontracting to private firms.
- Make sure your standards are readily justified and right for your community -- do not accept a standard just because it's a national average or "model."

Project requests (see Figure 28-1 for an example) should include the following information:

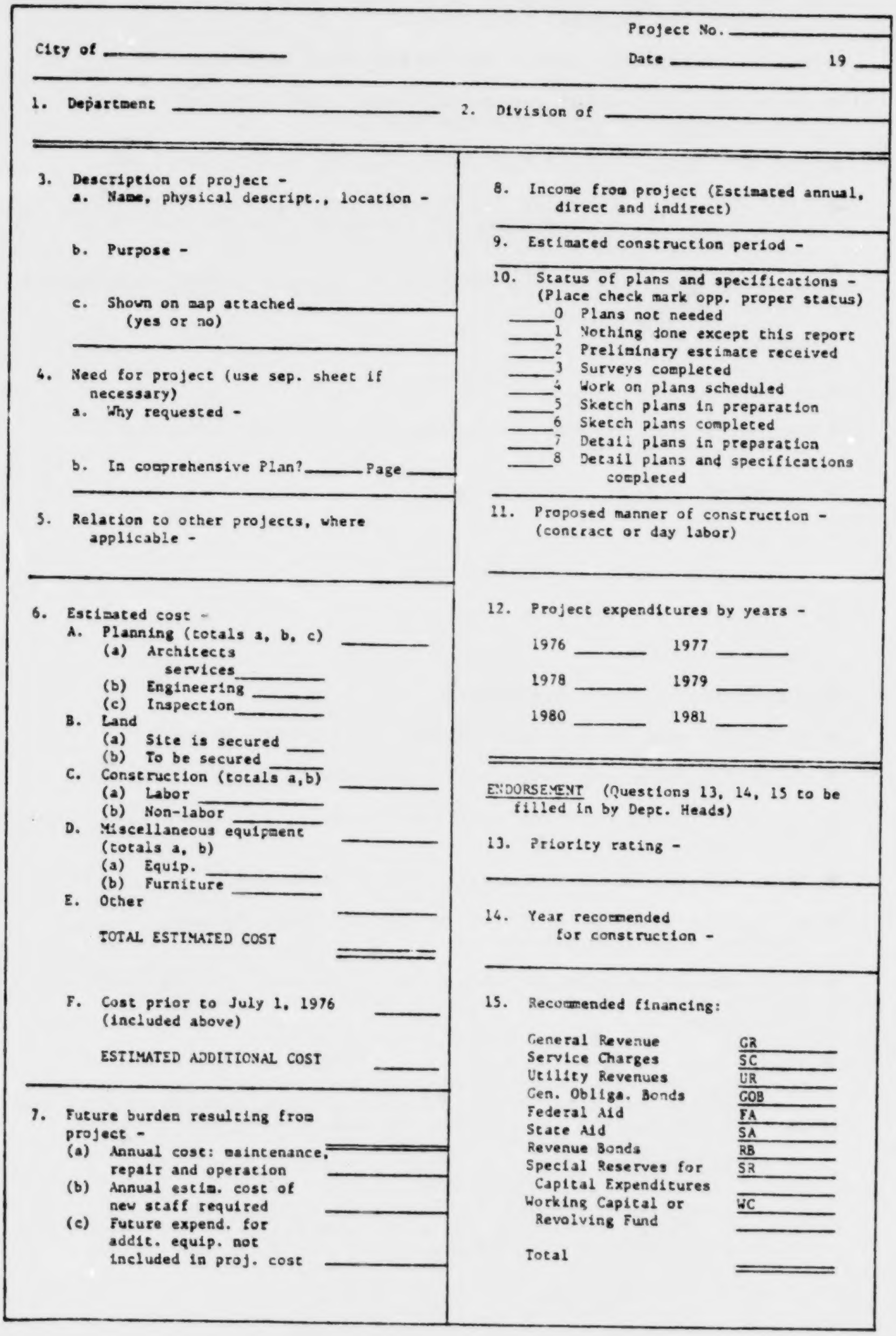
- Project description.
- Justification.
- Project's priority as seen by the proposer (see suggested priority system above).
- Estimated capital costs for each:
  - ☐ Land, right of way
  - ☐ Engineering, architectural fees
  - ☐ Building construction cost
  - ☐ Equipment cost
- Construction time requirements
- Estimated cost to maintain, staff, and operate annually
- Ideas for financing (especially possible grant availability)

Obtain the finance director's or town clerk's assistance with necessary cost projections.

- Explicitly identify assumptions about inflation.
- Be sensitive to the tendency to underestimate future facility operating costs.
- Think about the need for management personnel, office space, and vehicles that often accompany expansion of physical facilities.
- Always work in terms of "net costs." That is, for a facility that will generate revenue from user charges, subtract estimated revenue from the total costs. By doing this, revenue projections can be based on the existing set of taxes, fees and charges.

Don't be discouraged by the magnitude of needed facilities. It's easy to consider the CIP a "wish list" because it is typically overwhelming in light of immediately available financing. Look at the list as the job to be done, and as reflecting current policies. When the complete list is in hand is the time to consider how it can be accomplished.

FIGURE 28-1: CAPITAL IMPROVEMENT PROJECT REQUEST FORM



City of __________________

Project No. ________________

Date ______________ 19 ____

1. Department _____________________________ 2. Division of ________________________

3. Description of project -
   a. Name, physical descript., location -
   b. Purpose -
   c. Shown on map attached ________________
      (yes or no)

4. Need for project (use sep. sheet if necessary)
   a. Why requested -
   b. In comprehensive Plan? ______ Page _____

5. Relation to other projects, where applicable -

6. Estimated cost -
   A. Planning (totals a, b, c) __________
      (a) Architects services __________
      (b) Engineering __________
      (c) Inspection __________
   B. Land
      (a) Site is secured ____
      (b) To be secured ____
   C. Construction (totals a,b) __________
      (a) Labor __________
      (b) Non-labor __________
   D. Miscellaneous equipment (totals a, b) __________
      (a) Equip. __________
      (b) Furniture __________
   E. Other __________

   TOTAL ESTIMATED COST __________

   F. Cost prior to July 1, 1976 (included above) ________

   ESTIMATED ADDITIONAL COST ________

7. Future burden resulting from project -
   (a) Annual cost: maintenance, repair and operation __________
   (b) Annual estim. cost of new staff required __________
   (c) Future expend. for addit. equip. not included in proj. cost __________

8. Income from project (Estimated annual, direct and indirect)

9. Estimated construction period -

10. Status of plans and specifications - (Place check mark opp. proper status)
   ____ 0 Plans not needed
   ____ 1 Nothing done except this report
   ____ 2 Preliminary estimate received
   ____ 3 Surveys completed
   ____ 4 Work on plans scheduled
   ____ 5 Sketch plans in preparation
   ____ 6 Sketch plans completed
   ____ 7 Detail plans in preparation
   ____ 8 Detail plans and specifications completed

11. Proposed manner of construction - (contract or day labor)

12. Project expenditures by years -

1976 _______	1977 _______
1978 _______	1979 _______
1980 _______	1981 _______

ENDORSEMENT (Questions 13, 14, 15 to be filled in by Dept. Heads)

13. Priority rating -

14. Year recommended for construction -

15. Recommended financing:

General Revenue	GR ______
Service Charges	SC ______
Utility Revenues	UR ______
Gen. Obliga. Bonds	GOB ______
Federal Aid	FA ______
State Aid	SA ______
Revenue Bonds	RB ______
Special Reserves for Capital Expenditures	SR ______
Working Capital or Revolving Fund	WC ______
Total	______

COST AND REVENUE PROJECTIONS

The purpose of making cost and revenue projections is not to "budget" capital facilities for the six year period. Rather these projections should show the costs and financing possibilities/limitations of undertaking the entire program. Almost certainly, financial resources will be inadequate. Nevertheless, this list of facilities reflects the community's needs per its standards.

The town clerk or financial director should project revenues at the same time project requests are being compiled. See Chapter 27 on "Financial Planning" above.

Consider alternative methods for financing capital improvements. Revenue and special financing techniques should not have to be analyzed each year.

- Avoid feeling that "we could never in a million years come up with this kind of money."
- Be opportunistic! With the list of needs in hand, look for state and federal grant funds, possibilities to work with a private firm or group, and grants from philanthropic groups. Continue this as an ongoing activity even after adoption of the CIP.
- Evaluate use of special assessment districts.
- Be aware of financial techniques for assisting private companies (like industrial development bonds) that might in turn encourage the firm to assist the town or county.

INITIAL REVIEW

After all staff requests have been compiled, and each department's own priorities assigned, the Planning Commission should review CIP requests in a public setting such as a public hearing. Where no Planning Commission exists, use the Council, Commissioners, or a subcommittee thereof.

The focus should be broad, providing a forum for input from the agency's staff, consultants and citizens.

Consider:

- specific issues of the community's overall capital requirements
- their relationship to community goals and standards
- annexation decisions
- utility extension policies
- priorities among the various functions (utilities, streets, parks, safety, etc.)
- anticipated timing of energy impacts
- financial policies

Where professional staff exists, each proposing staff member (rather than the CIP coordinator) should present his/her own recommendations. This will enhance the staff's feelings of accountability and clarify technical aspects of, and relationships among, projects.

Following its hearings and deliberations, the review body should forward recommendations, including suggested priorities and related comments to the chief administrator for use in budget preparation.

FINANCIAL ANALYSIS

Focus the financial analysis on whether or not at least the high priority items (as established by initial public review) can be funded with local resources. Repeat this procedure for the next highest priority, and so on.

- Spread the highest priority projects over the six-year period, or maybe the next three years if this seems too long. Assume bonds will be used to finance major projects with long service lives (15 years or more).
- Always work within each accounting fund. Monies may not be transferable.
- Compute the total capital and operating costs for each project. Use debt service only for capital projects assumed to be debt financed. Combine these costs for the highest priority projects and spread them over the six-year period (or shorter period if needs obviously cannot wait that long). Add these costs to the projection of costs required to fund existing programs.

For presentation, consider using a format similar to Table 27-2 in the preceding chapter. Graphically present the revenue projections separately by accounting fund, alongside the total costs projected for continuing existing programs. Alternatively, undertake priority 1, 2, 3, etc., and present capital improvements and associated operating costs. Do not overemphasize anticipated funding shortages. Deal with that problem later.

LEGISLATIVE ADOPTION

The legislative body should review the capital program before considering the coming year's proposed budget (including the capital budget). In this way a better perspective on overall needs and priorities is maintained.

- CIP review should focus on whether or not it reflects overall community goals. Do not get bogged down with technical matters.
- Adoption by the Council or commissions does not mean it commits to financing all CIP projects with local funds, but that the list accurately reflects community goals and that priorities are acceptable.

USE OF CIP IN FUTURE PLANNING

The chief administrator will utilize the capital program in proposing a capital budget for the coming year. CIP recommendations must arrive from the advisory review board before the budget is prepared.

The capital program can be used:

- as a tool to prioritize staff efforts (such as deciding whom to approach for financial assistance and what to ask);
- for guidance in identifying policy review and revision which may be required.

PUBLIC INFORMATION

Use the media and public meetings to involve the public -- the CIP details the physical and financial implications of the community's goals.

- Stimulate public discussion of non-traditional approaches. Clearly, simply relying on tax collecting cannot effectively do the job. The use of debt financing, special assessment districts, private contracting, joint ventures with energy companies, acceptance of intergovernmental grant assistance may have been considered undesirable in the past.
- Encourage public input regarding a broader citizens' role in providing facilities through non-governmental initiative. Non-governmental

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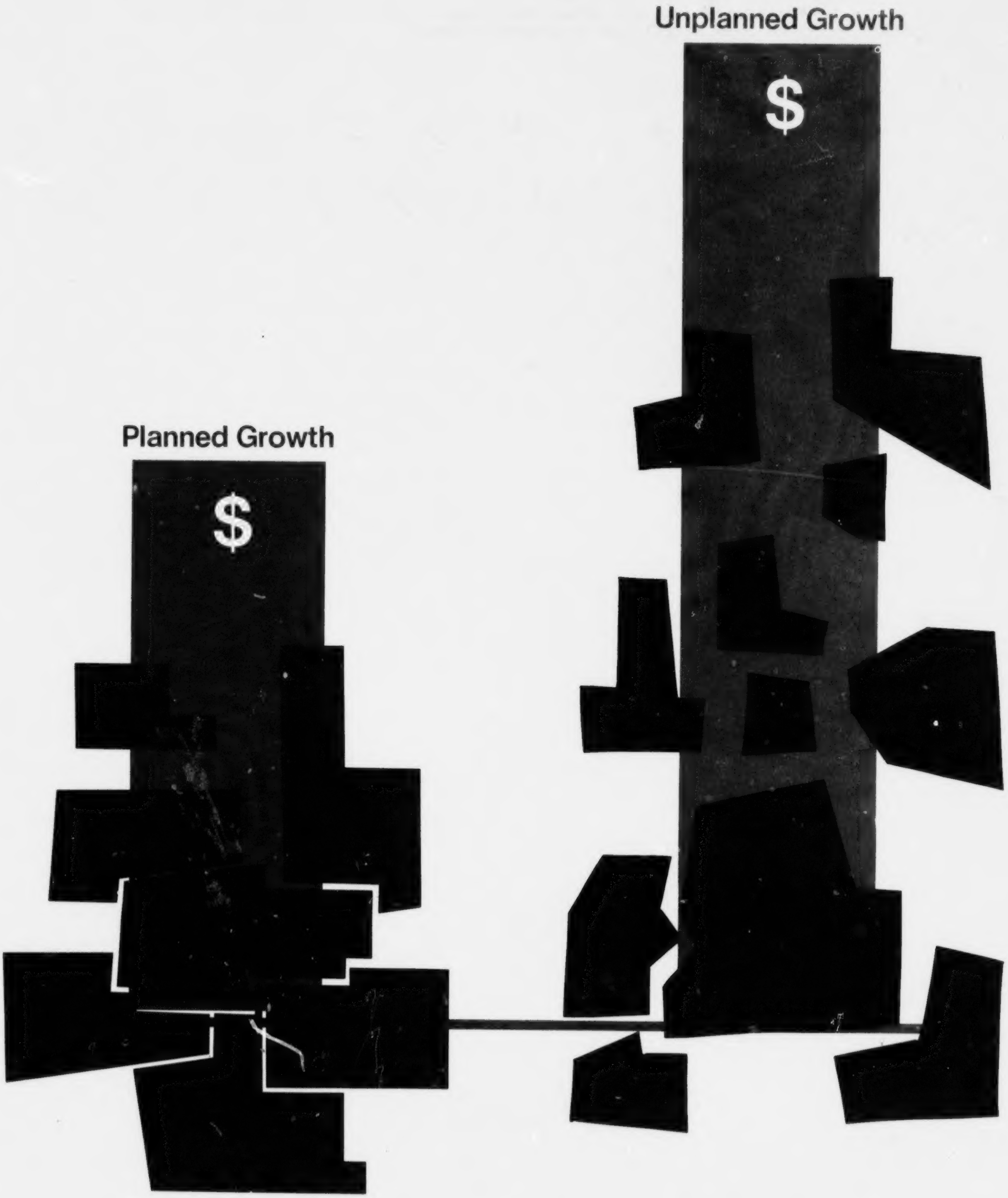
resources can be highly effective in acquiring needed facilities. Cooperation is easier when the public, public institutions, and private companies have a common roadmap.


Unplanned Growth
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Planned Growth
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29 Annual Budgeting

The annual budget is a detailed plan outlining activities and responsibilities for the upcoming year. Time limitations and the intricate detail required make it impossible to deal with broad questions of community direction and policy in the annual budgeting process. Long range overall community goals and policies must be determined independently, and prior to preparing the next year's specific plan. The backbone of the budget should be accepted community standards, a land use plan, management policies for utilities, taxation policies, annexation policies, and the capital program. (See preceding chapters in this Part III for related discussion.)

Given an overall sense of direction, an annual budget is designed to:

- *Ensure money is allocated to programs and projects that are consistent with the community's long range plans.*
- *Encourage efficient operation of programs and projects.*
- *Clarify responsibilities and coordinate the efforts of governmental staff.*
- *Control the next year's spending so that legal requirements are satisfied.*

BUDGET FORMAT

Budgets should be simple, realistic, flexible and understandable. Smaller growth impacted communities don't need to get too sophisticated.

Old fashioned "Line Item Budgeting" -- personal services, non-personal services, capital outlay -- is still the most meaningful and best method of monitoring (controlling) expenditures.

Planning Program Budgeting Systems (PPBS) are expensive to develop and maintain and are of questionable value.

Zero Base Budgeting is becoming popular. The underlying concept of evaluating budgets in terms of (a) different service levels and (b) alternate ways of accomplishing objectives is valid. Don't go overboard in smaller or even large organizations.

Prepare an inexpensive and understandable budget document for all interested parties. It should include:

- City manager's or mayor's budget message
- Summary of all accounting funds
- Five-year forecast (see section on Financial Planning above)
- Debt service schedules
- All other relevant statistical information

BUDGET SIZE

Plan expenditures based upon thorough evaluation of department requests.

- Do not "pad" budgets, "hide" money, or create "slush funds".
- If excess funds are available, budget them as "contingency for unanticipated expenditures." Unforeseen expenditures are quite common for growth impacted communities. Don't be alarmed -- have funds ready for them. Appropriate the funds by ordinance as needs arise during the budget year.

Try to budget for a surplus fund (fund balance) of 5-10% of the annual operating budget.

Avoid deficits -- they will only cause political and financial problems.

Do not exceed the budget. Expenditures in excess of appropriations are illegal and will have negative financial implications for councils and administrators.

- Make each department head responsible for his/her budget.
- Monitor budgets monthly or quarterly to identify budget trends early.
- Formally appropriate unanticipated expenditures as they arise during the budget year.

REVENUE ESTIMATES

Budget revenues realistically and a little on the conservative side.

The finance officer or town clerk should make revenue estimates. Budget major revenue sources on a cash basis. Estimate individual revenue sources separately (then accumulate them by fund).

Before starting next year's estimates, construct a table to show (a) actual revenue collections for at least the last three years and (b) the latest budget figures for the current year. See Table 29-1 as an example.

Compare revenues collected to date this year with previously adopted budget amounts. Make revisions where appropriate.

Base next year's estimates on:

- Trends apparent in the table
- Discussions with state personnel where state-shared revenues are concerned
- Discussions with other department personnel concerning utility charges, building permit fees, recreation charges, etc.

Do not budget grant funds unless final approval has been received, and you know when the funds will be available.

For each fund, add estimated revenues to anticipated unappropriated fund balances to obtain a figure for "Total Funds Available."

SALARY LEVELS

Conduct a salary survey for comparable communities throughout the state. This can be done by telephone. Compare survey findings to the community's existing and proposed pay plan.

Determine the average rate of pay for comparable positions throughout the state. Relate averages to rates in your community.

Compare proposed cost of living increases.

Keep the study highly confidential -- only top management and council -- to avoid stimulating hopes for pay raises which may not materialize. Possible salary changes are always easy to get excited about.

DEPARTMENT INVOLVEMENT

Accurate and realistic budgets will be developed if department heads are involved through the entire budgetary process.

Do not prepare departmental budgets for departmental heads. This will cause resentment and they will not feel responsible for budget implementation or control.

TABLE 29-1: SAMPLE FORMAT FOR REVENUE ESTIMATES

	1973 ACTUAL	1974 ACTUAL	1975 ACTUAL	1976 ACTUAL	1977 REVISED	1978 ADOPTED BUDGET
1. TAXES AND FEES:						
Property Tax	1,853,515	1,951,675	2,262,303	2,429,148	2,594,339	2,998,234
Franchise Tax (Public Service Co., Mt. Bell & Cable TV)	471,014	508,013	630,837	691,098	827,500	940,378
Contribution from Water, Sewer and Flood Control Funds	253,600	260,000	339,780	388,645	373,363	351,935
Cigarette Tax	369,879	506,985	506,640	522,196	532,335	548,710
Sales and Use Tax	4,950,895	5,294,189	5,608,217	6,476,429	7,620,000	8,547,500
Public Accommodations and Admission Tax	180,011	219,147	242,415	247,214	316,000	345,500
Licenses and Fees	154,502	212,162	149,567	149,296	154,400	178,300
Court Fines and Costs	223,045	196,388	136,426	155,432	200,000	220,000
Interest Earnings & Property Rental	202,651	327,046	263,227	387,254	179,460	83,780
City Share of State Highway Users Tax	336,857	312,947	316,218	329,652	320,000	364,944
City Share of State Auto Registration Fees	290,604	323,277	328,587	341,494	358,500	386,648
City Share of County Road and Bridge Property Tax	278,241	295,129	313,938	329,723	342,000	373,900
County Contribution for Library	45,376	47,550	51,750	70,110	85,500	85,500
Recreation Charges	283,584	446,753	541,087	649,303	697,000	937,000
Building Inspection Fees	121,537	106,705	112,447	149,488	110,000	120,000
Settlement for Bus Termination			1,125,293			
Transfer to Flood Control Utility			(110,000)			
Transfer to Revolving Street Fund				(130,000)		
Other Miscellaneous Revenues	214,218	198,952	309,471	515,120	185,230	181,990
2. GIFTS AND GRANTS:						
Specific Grants	412,298	267,608	328,467	562,078	289,000	38,000
Revenue Sharing	902,182	1,036,957	1,030,455	1,129,894	975,000	1,136,000
Community Development			126,957	480,896	920,000	931,000
3. UTILITY REVENUES (Including Grants):						
Water	3,572,091	3,819,954	3,798,694	3,761,131	3,429,500	3,176,000
Sewer	2,488,939	2,220,171	1,912,343	2,191,799	1,949,770	1,717,000
Flood Control		335,629	306,892	676,878	375,000	433,343
4. TOTAL REVENUES	17,605,089	18,887,237	20,632,011	22,504,278	22,833,897	24,095,662
5. UNAPPROPRIATED FUND BALANCE:						
General Fund	914,474	1,134,881	1,261,257	2,856,222	3,441,606	2,104,586
Revenue Sharing	711,135	265,615	299,084	322,887	239,119	211,035
Water Utility Fund	1,999,181	3,263,286	3,894,917	3,810,069	2,740,337	1,533,746
Sewer Utility Fund	2,105,433	3,018,620	3,430,202	2,966,620	3,016,297	1,611,895
Flood Control Utility Fund			(179,009)	(148,390)	73,008	78,798
6. CHANGE OUTSTANDING BONDED DEBT:	915,581	(1,127,857)	836,617	(1,310,388)	(1,309,775)	(1,328,825)
7. TOTAL FUNDS AVAILABLE (Restricted and Unrestricted) (4+5+6)	24,250,893	25,441,782	30,175,079	31,001,298	31,034,489	28,306,897
8. RESTRICTED REVENUES:						
Restricted Interest				15,179	6,800	5,000
Open Space Acquisition	2,941,433	882,600	2,839,053	880,555	1,032,495	1,193,698
Transportation	1,332,343	1,766,899	1,580,615	1,876,787	2,041,748	2,239,977
Parks & Recreation Construction	224,350	375,752	215,849	319,416	278,388	201,429
Library	108,600	114,206	135,626	163,601	171,582	168,699
CATV	1,998	2,235	2,512	2,806	2,500	2,750
Water Utility	3,080,822	3,327,174	3,304,347	3,265,336	2,937,315	2,682,645
Sewer Utility	2,241,560	1,972,580	1,664,556	1,944,020	1,702,230	1,469,865
Flood Control Utility		335,629	306,892	676,878	375,000	433,343
Specific Gifts and Grants (Not otherwise restricted)	177.815	97,942	251,975	425,610	147,000	
Community Development			126,957	480,896	920,000	931,000
9. TOTAL RESTRICTED REVENUES	10,108,921	8,875,017	10,428,382	10,051,084	9,615,058	9,328,406
10. RESTRICTED UNAPPROPRIATED FUND BALANCES:						
General Fund	585,850	494,093	894,596	1,632,051	1,985,721	1,670,028
Water Utility	1,999,181	3,263,286	3,894,917	3,810,069	2,740,337	1,533,746
Sewer Utility	2,105,433	3,018,620	3,430,202	2,966,620	3,016,297	1,611,895
Flood Control Utility			(179,009)	(148,390)	73,008	78,798
11. TOTAL RESTRICTED UNAPPROPRIATED FUND BALANCE	4,690,464	6,775,999	8,040,706	8,260,350	7,815,363	4,894,467
12. TOTAL RESTRICTED FUNDS (9+11)	14,799,385	15,651,016	18,469,088	18,311,434	17,430,421	14,222,873
13. TOTAL UNRESTRICTED FUNDS (7-12)	9,451,508	9,790,766	11,705,991	12,689,864	13,604,068	14,084,024

Conduct a "pre-budget" staff meeting with all department heads.

- Stress the importance of evaluating departmental operations in terms of efficiency, productivity, employee performance, service levels, and alternate methods of doing things.
- Impress upon department heads the significance of a serious and thorough approach to the budget as one of their major responsibilities as managers.

Prepare a "budget package" for each department head, containing:

- A form with the current year's budget
- Actual expenditures to date by detailed account classifications

Request each department head to estimate the current year's final actual expenditures and requested amount for next year's budget.

- Set deadlines for each department's budget requests.

The chief administrator or finance officer should thoroughly review each budget request with the department head and increase or decrease it as the case may be. Tact and diplomacy are extremely important at this point in the budgetary process.

THE BUDGET AND LONG-RANGE PLANS

Each annual budget will move the community a step closer to its long range goals, if goals, plans, and policies are used to give the budget direction.

Before compiling expenditure requests, the chief administrator should review goals and plans with the legislative body to get a feeling for the desired emphasis for the coming year.

- Review the budget year just ended.
- Review the status of projects and spending thus far in the current budget year.
- Discuss the community's long range goals and plans.
- Discuss the tradeoff of addressing immediate problems, compared with longer range objectives.
- Assess current and near-future financial outlooks and alternatives (refer back to the chapter on "Financial Planning" in this handbook).
- Review the salary policy and funds required to support pay increases.

The chief administrator should document the general conclusions and direction from this meeting. He/she should communicate them verbally and in writing at a meeting for all staff who will be preparing budget requests.

Department personnel should prepare budget requests -- paying close attention to:

- Existing community plans, policies, and standards
- Advice (including that on pay raises) received at the prebudget planning meeting described above

Administrative review of staff requests should always ask how each proposal relates to long range plans.

EFFICIENCY

Take a strict position when evaluating departmental budget requests. Do not allow bureaucracies or organized inefficiency to build up.

The government should be run efficiently along the lines of a small business. Every department manager should take this attitude when formulating budget requests.

- Don't tolerate "padded" budgets and other types of "games."
- Each department head should ask the question, "Who does this expenditure really benefit -- the public or myself?".
- Department heads should prepare budget requests as if their department were their own business and the requested dollars coming out of business profits.
- Inter-departmental cooperation and sharing of labor/materials/resources can save money and create a team approach to problem solving.

Be especially careful about adding people. The tendency is to think that more people will solve all problems -- this is usually not the case. People are expensive, become permanent, decrease productivity, cause inter-departmental jealousies, and usually compound problems. Strive for a high level of productivity -- hard working, efficient, dedicated employees. And reward productivity with recognition.

Before evaluating budget requests, set target expenditure levels for each department that seem reasonable and that fit the total budget's available revenues.

- Targets may or may not be communicated to department heads.
- Targets will be useful to evaluate department requests and to maintain perspective on the overall budget.

The most effective way to minimize bureaucracies is to limit the total dollars available to spend. Communities and their departments are like people -- as their income increases, they tend to increase their standard of living. Try to maintain a basic living standard and don't become extravagant.

Common signs of extravagance in an organization are:

- Most department managers have "company cars" -- pool cars are more efficient.
- Large amount of money are budgeted for professional development -- out-of-state conferences are expensive and often not worthwhile.
- All administrators have personal secretaries -- the pool concept is more productive.
- Department managers have "assistant managers" -- unnecessary in a small organization.
- Each department has its own machinery and equipment -- loaders, duplication machines, mag typewriters, etc. -- expensive machinery should be shared by all.

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30 Construction of Facilities

After the local government has completed establishing standards, land use planning, facilities planning, capital programming and obtained financing, it must now construct needed facilities. Facilities construction, if not handled properly, can negate all prior effort and cause serious economic, political, and social problems for the community. Therefore, local government must ensure that construction of facilities involves sound/practical planning, design and implementation, and represents an integrated process that recognizes other things going on in the community. Imaginative construction planning and design can result in efficient utilization of available resources, stimulate renewal and proper development, provide needed urban services, and enhance the quality of the local environment.

THE PROJECT

The type of project to be constructed, whether a new facility, a rehabilitation, or expansion or maintenance of an existing facility, will significantly affect planning processes, design considerations, project administration, and the community itself.

Coordination between the project and the community can vary from a minimal to a very complicated effort. For example: construction or expansion of a sewer facility will have minimal daily impact on the general community with the exception of residents in the immediate area of the site; whereas, a major roadway improvement located in a downtown area will significantly impact the entire community as well as individual property owners and commercial establishments in the area.

It is mandatory to categorize each project as to its effect on the community and on local affected citizens. The planning process must be conducted accordingly to ensure proper trade-offs are evaluated with the final objectives of providing the needed service and minimizing detrimental effects during the construction period.

Recognize that in any construction project:

- Absolute convenience and no community impact are unobtainable at any cost.
- Some inconvenience and minor hazards are inherent even in the best practical design.
- Important economic savings may be accomplished with minor inconvenience.

STANDARDS (CRITERIA)

The local government must establish standards for design and construction of public facilities (refer to Chapters 21 and 25 above). The format or makeup of these standards may vary widely with the community, and its staff's level of expertise and capabilities.

Many communities pattern their design and construction requirements after state or county practices. This may work for facilities such as major thoroughfares, but is often inappropriate for local streets and may present a major obstacle to acceptance of more effective or innovative design and construction methods.

As a minimum, communities must adopt a set of requirements in terms of objectives, principles and design considerations for each major service system.

Standards should always provide design flexibility and the opportunity for design innovation with the ultimate goal of providing systems that provide needed levels of service in an economical manner.

OBJECTIVES

Basic design objectives for any service or system are as follows:

- To provide guidance which is consistent with today's conditions and needs, but to anticipate insofar as possible and practical physical, social, economic, and system trends which may be significant in shaping future local lifestyles.
- To consider the system's special problems and needs.
- To encourage physical integration between related services and systems.
- To provide guidance toward identifying and selecting alternatives to system designs which best utilize and preserve the desirable existing natural environment.
- To make the system/service and its improvements contribute to increased individual safety and livability.
- To stimulate design decisions which conserve materials, construction labor, construction equipment, land, and environmental values.
- To encourage an appropriate balance among costs of initial construction, amortization, operations, maintenance, and replacement, thereby encouraging designs which will minimize total average-annual costs.

DESIGN PRINCIPLES AND CONSIDERATIONS

Each individual system should have a set of general principles and considerations to guide the system design.

For example, a list of principles for residential street design might be as follows:

Safety

Design

Intersection

Construction

Parking

Pedestrians/bicycles

Landscaping

Standards for residential street design should account for the following considerations:

Street classifications

Access

Street alignment

Intersection design

Number of lanes

Right-of-way widths

Parking (on/off street)

Speed

Fire equipment access

Snow removal

Bike/walk/pedestrians

Drainage

Turning requirements

Pavement design

Street lighting

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PROJECT DESIGN

Outside professional assistance is recommended for construction project design.

- Community engineering capabilities for a construction project must include project administration, project design, and project inspection. Most communities do not possess all three capabilities, and those that do tend to be "jacks of all trades, masters of none," whose effectiveness as designers is usually marginal.

The local community should specialize in one or two capabilities, specifically administration and inspection, and solicit outside assistance for design.

- The critical selection criteria for an outside design engineer should be technical expertise and performance, not cost. Extra expenditures for sound engineering can reap tremendous savings in time and future costs, as well as achieving a successful project.
- Local and state firms are generally most sensitive to community needs, contractors' capabilities, and the general community environment.
- Requests for proposals for engineering services should be made in writing. Requests can be formal or informal. A formal request would include very specific requirements and the informal would give general requirements, leaving the approach to the designer.

The design proposal should solicit several basic ideas:

- Description of the project
- Objectives of the project
- Design approach
- Design team - capabilities and experiences of key personnel
- Experience of the firm and key personnel on similar projects

EVALUATION OF PROPOSALS

Does the proposal deal with and will the final results of the proposed project meet stated requirements and the community's needs?

- The process of evaluating technical proposals can be a major problem for smaller communities. To analyze and evaluate submitted proposals, the community should solicit outside expertise from other communities, the state, and professional organizations.
- Establish an evaluation committee of three persons, at least one of whom is an engineer, to investigate and evaluate proposals and make recommendations. The committee should hold interviews and inquiries as necessary.
- Final selection should be made by the administrator or governing body of the community, based on the recommendation of the committee.
- Base selection policy on the community's best interest, the committee's evaluation of proposals, and the capabilities and credibility of the engineering firm.

A firm should meet the following minimum requirements:

- The firm should be of high ethical and professional standing.
- Principal members of the firm must be registered professional engineers in their state of residence.

- A principal member of the firm's staff must have at least ten year's recent experience in responsible charge of the type of work involved in the project.

- The firm should have a proven performance record that indicates accomplishment of past design projects that provided the required results at a minimum cost.

- The firm must be sensitive to the local community and its environment to assure complete integration with other operations and services. We do not need "cook book design," but the task should be evaluated and designed based on local constraints and requirements.

KEY DESIGN REQUIREMENTS

The optimum output of the design phase is a set of plans and specifications that will permit construction of the project in a manner that provides a balance of the following elements:

- All costs - initial capital, operations and maintenance, replacement, etc.

- Design parameters

- New technologies - materials/construction

- Community environment

- Ultimate project requirements/needs

This only can be accomplished through "attention to detail" on all phases of design. All phases of the project must be included in the plans/ specifications. Emphasize the critical features of the project. At the same time do not minimize any routine items, so they are taken for granted and then not accomplished.

The specifications (included with the contract) should contain the minimum following items plus a complete set of drawings that clearly define the project to be constructed:

- Instruction to bidders or to contractors if negotiated

- Proposal form - list of items, quantity, unit cost

- Specifications - general

- Special provisions, e.g., project schedule, including phasing, traffic control, utility schedule, etc.

- Contract

- Labor and materials payments bond

- Performance and maintenance bond

PROJECT CONSTRUCTION ORGANIZATION

Prior to commencing the bidding or negotiation process, the local community, along with the designer, must decide how the project construction is to be organized. There are two basic approaches:

- General contractor - all specialty construction provided by a general contractor through sub-contractors.

- Local community acting as general contractor - all specialty construction sublet to individual sub-contractors.

The key requirements for determining the approach to be selected are:

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- The community's ability to direct the project as a general contractor
- Type of project
- Contractors' capability to act as general contractor

The advantage of the community performing the general contractor's role is normally one of cost savings through utilization of the best sub-contractors in each specialty, better scheduling and control of the project, and elimination of the general contractors' overhead. A project with several specialty tasks and a tight schedule lends itself to this approach. A roadway through the center of the community is a typical example with all the various sub-contractors required, utility needs/adjustments, community inconveniences, etc.

The decision on who will act as general contractor will have a significant effect on the content/organization of specifications. Therefore the decision should be made during the design process and prior to bidding/negotiations.

BIDDING PROCEDURE

The bidding/negotiation process can be formal -- public notice in the local paper requesting submission of closed bids to be opened at a specific date and time -- or informal -- request to a minimum of three prospective contractors to submit proposals.

Normal procedure is to accept the low bidder, if he/she has the capability to perform the specified task.

Informal negotiation is advantageous for small communities. Procedure is as follows:

- Submit a request for proposals from selected contractors.
- Review proposals both for cost and capability to perform task.
- Select one contractor - normally the low bidder.
- Evaluate the proposal with the contractor to determine the specific costs for key items. This type of negotiation may allow the community to reduce cost by determining if specific design requirements caused certain higher prices. Subsequently, redesign or some other procedure might reduce these individual items, creating a low total project cost and better overall results.

During this procedure, the community must not play one contractor against the other or future contracting efforts will be jeopardized.

CONTRACTOR RELATIONS
PROJECT SUPERVISION AND INSPECTION

The inspector has the most difficult task in any project. He/she must control the entire project -- monitor its sequence, enforce specifications, anticipate problems of design, and develop mutual cooperation with the contractor to insure ultimate project objectives, while maintaining a tough, rational attitude of expecting quality work without any shortcuts.

The inspector should coordinate closely with the designer to insure an understanding of the plans/specifications and develop the ability to react to needed changes based on field conditions or other requirements.

If the design calls for a tolerance of half an inch, the inspector must insure that the contractor constructs to that tolerance or valuable design time is wasted (lost dollars) and the end result of the project could ultimately be affected.

The inspector must perform the following tasks:

- Review plans and specifications completely with the designer and on your own.
- Set up a pre-construction conference with the contractor to coordinate all phases of the project prior to its start. Make sure the contractor understands the task to be accomplished. All other individuals involved in the project must be present at this conference (public service, gas, telephone, etc.).
- Determine how the contractor intends to sequence the work effort. Establish starting dates, responsible individuals, submittal of payment requests, and all other administrative matters.
- Establish your responsibility with contractor and what is expected of the contractor, e.g., when inspector approval is needed during the sequence of construction prior to starting the next phase.
- Maintain a daily log - the format should be based on experience and specific project needs:

  ☐ Identify problems

  ☐ Record work accomplished

  ☐ Quantities of material placed

- Daily summary with the contractor on work accomplished in order to follow up the next day.
- Maintain a relationship with affected property owners if they are to be affected by a specific effort of work or just general project data.

It is recommended that the local community provide this individual as a member of their staff. If the project requires a specialist for a critical phase, the designer can normally provide one, but overall inspection should be the community's responsibility if possible. Finding an individual with a wide range of construction inspection techniques may be difficult, but this individual is a key asset to the community's development, whether it is constructing new systems or maintaining the existing facilities.

BONDING REQUIREMENTS

Both performance and labor/material bonding should be surety secured in the amount of the estimated constructed cost as approved by the engineer for all projects. See Appendix H.

Performance bonds will be forfeited if local public pressures warrant community government participation in completing the project, or if, in the opinion of the government, the project is not progressing in a satisfactory manner. These bonds can be released at completion and acceptance of the project.

Labor/materials bonds - warranty is guaranteed that the construction of the project was accomplished per specification. The time period for this type of bond should range between one and two years.

PUBLIC INFORMATION

Inform the general public and the citizens in the immediate project area of construction plans, schedule of events, potential inconveniences, new routes of travel if applicable, etc. This will provide you with generally greater public support for the project, confidence in the local government, less complaints during construction, and a more efficient total project. This can be accomplished by several means:

- An informal public meeting -- showing construction plans, schedule, cost, justification for the project
- Newspaper, radio, or television coverage
- Personal contact with affected citizens through community staff (project inspector)

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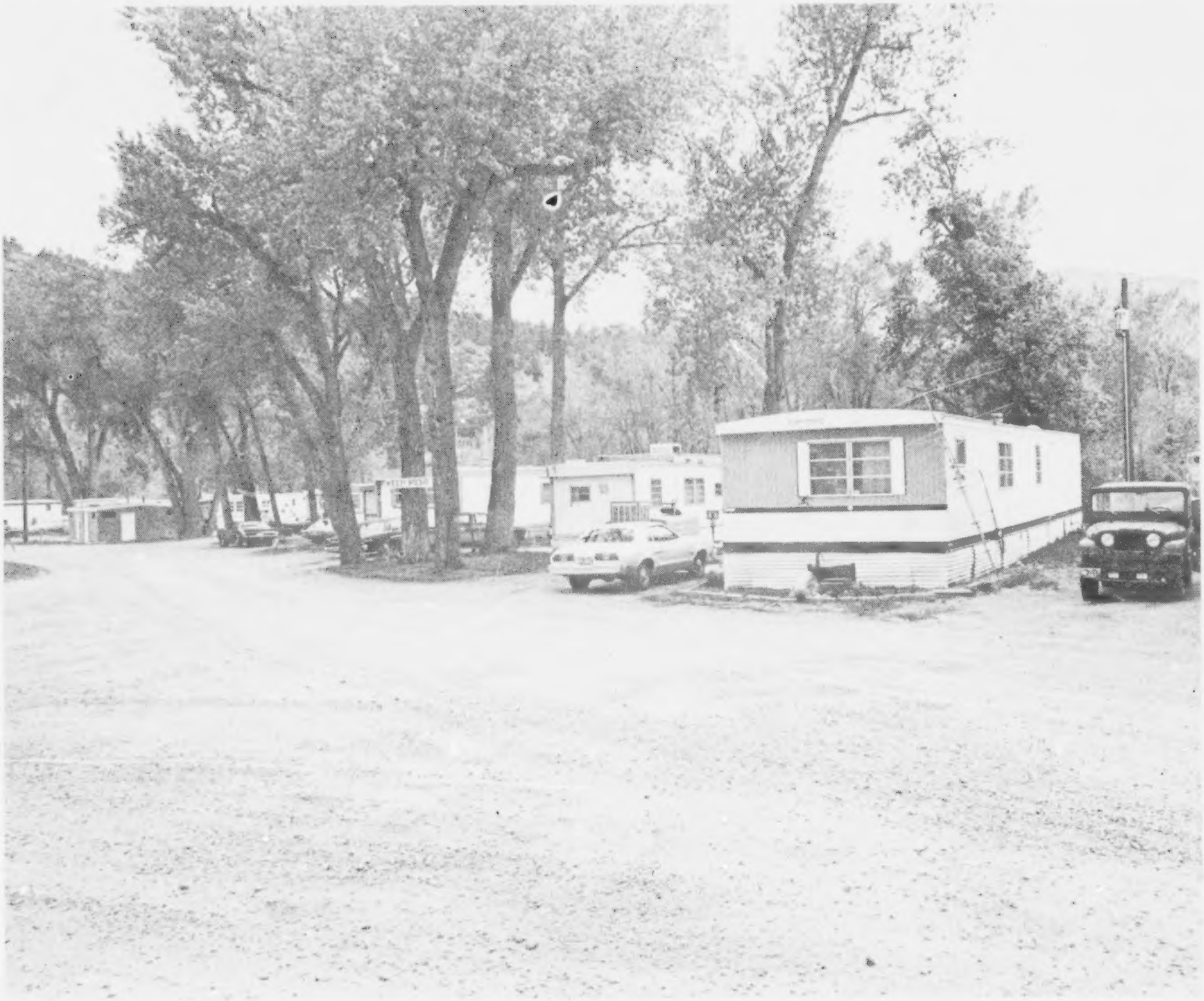

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31 Housing

Housing, one of the most critical needs in a rapid growth situation, is the most difficult to provide. Housing must have immediate and sustained attention if the residential development that takes place is to be provided when it is needed, where it is most easily served, and in a manner which will benefit the community. Without a major effort, housing costs will skyrocket, land speculation will dominate and overcrowded, unattractive, and inefficient mobile home parks and subdivisions will proliferate. It will take years to undo the living environment problems created in the first years of uncontrolled boom. Social problems that are prevalent in boom situations are compounded by living conditions that are poorly designed and located, overpriced, and marginal. Existing residents who are renting are immediate victims of rent inflation. The service employees required to meet the needs of the basic employment find tremendous gaps between incomes and rental or housing costs. This includes public and private employees, i.e., school teachers, police, fire protection, shopkeepers, and bank employees. The ousing Task Force Inventory, Impact Assessment, and adopted recommendations should be the basis of an action program designed to prevent problems which can be anticipated and minimize unforeseen or unavoidable problems which occur.

HOUSING AUTHORITY

If a Housing Authority does not exist, members of the Housing Task Force should be reconvened to assist the town and county to establish a joint authority. Some members of the Housing Task Force may be well qualified to serve on the housing authority.

Major Housing Authority responsibilities are as follows:

- Work from the previously completed inventory and impact assessment to profile potential housing problems.
- Develop a comprehensive program to ensure adequate housing is provided in line with the community's overall standards and goals.
- Investigate and apply for state and federal assistance.
- Work with other planning bodies and local government to develop and enforce effective building and developer controls.

HOUSING STRATEGY AND MAJOR CONCERNS

Anticipate the housing problem. In particular, be aware that subsidized, as well as market rate housing, will be a necessity even if it's just to provide housing for elderly who will be caught in the rental crunch. Most communities can justify a limited number of such subsidized units even before growth occurs.

Complete state and federal applications for assistance.

Waiting for federal or state agency action, finding builders, and actual construction can take 24-36+ months to accomplish. State and federal agencies will provide necessary guidance to develop subsidized housing, but it takes local initiative to get their help. Other communities in the state which have provided such housing are also good sources of information on how to proceed.

Develop a program to preserve and rehabilitate existing housing. This is the only low cost housing immediately available.

- Fixed or low income people cannot easily obtain loans for rehabilitation unless a community program exists. The existing federal/state programs are inadequate to the task.

- Coalitions of local banks and savings and loans can also provide rehabilitation loan programs. (The City of Boulder, Colorado, has a program of this kind that might be referred to for ideas.)

Identify and program where new housing developments are needed.

- Tie into the comprehensive land use and utility planning activities.
- The community should provide the guidelines on where growth is most acceptable, based on availability of services or logical areas of expansion.
- Refer to earlier chapters on "Getting Control," "Land Use Planning," and "Planning and Policies for Physical Facilities" for discussion of how to control where development occurs and determining desired areas for development.

Face the problem of speculation very early -- before the plant or mine is widely known or construction assured. Uncontrolled speculation will unjustifiably increase housing costs, withhold needed land from development, and force premature development of non-contiguous areas when the incoming population presents housing needs which cannot be ignored.

Secure sufficient land at minimum cost served with the necessary public facilities.

- The community or the energy company should consider immediately optioning land to preserve it from speculation. This land can be leased or sold to the private sector when housing is needed there.
- Surplus federal lands or Bureau of Land Management land adjacent to the community can also provide an opportunity for controlling land prices. If this land is made available it should be annexed to the community and be leased to prevent speculation.

Qualified builders and developers from around the state/region need to be sought out to make sure the community gets quality products. Do not accept arguments that it is more important to get units up than to see that they are provided properly.

- Most rural areas have not had a large enough market to support large builders. In rapid growth situations, many marginal developers initially flock into the area. They develop and move on, leaving their problems with the occupants and the public agencies.
- The community needs to make use of codes and regulations if buyers are to avoid being taken. (See Chapter 21 on "Getting Control" for some specific techniques.)

IMPORTANT CONSIDERATIONS

The lack of mortgage money in impacted communities is an impediment to housing construction.

- Because housing developments require long term commitments, lenders want reassurance that the market will continue. The boom-bust cycle that has frequently characterized the resource recovery industry (uranium booms, coal booms, oil booms, etc.) is a limiting factor on getting money away from growing metropolitan areas and into rural communities.
- State agencies have been established in some Rocky Mountain states to help overcome this problem.
- Encourage local bankers to lend their expertise in developing solutions.

- Energy company guarantees of a certain number of units are another approach that has been successful in bringing mortgage and construction money into the communities by removing the risk factor.

The difference between construction phase employeees and permanent employees associated with the energy project will create special housing needs.

- By anticipating the number of workers at different phases in project development, a balance of facilities can be programmed and appropriately phased.
- Coordination between the public sector and the energy company is needed to determine the cycle of what is needed when, to avoid wasted expenditures and efforts. This programming should not be left to the open market place to figure out.
- The greater the difference between construction phase needs and permanent needs, the more responsibility for temporary facilities and improvements the energy company will have to assume. Permanent financing from the market place or the public is unrealistic under such circumstances.
- Site planning can be designed to serve mobile home spaces initially to be replaced with permanent housing if needed in the operations phase.

There is a tradeoff between housing costs and growth "paying its own way." Higher housing costs will surface as higher taxes or rates for revenue-supported services, burdening existing residents as well as new population. Higher initial costs for housing avoid creating much "hidden" costs.

- Subsidies or waivers can be established to avoid placing new housing beyond the reach of lower income families.
- Past experiences indicate that costs such as plant investment fees for water, sewer, or park services are legitimate costs for federally subsidized housing and can be covered as part of the unit costs.

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32 Managing Public Facilities

Proper management of a community's physical facilities is essential to assure the citizens receive the maximum benefit from their planning efforts and capital investments. Whether or not facilities are properly managed, the community will spend substantial amounts each year in personnel and maintenance costs. In the minds of citizens, good management practices reflect competence in local government. Such credibility is an absolute necessity for any community that wants to successfully manage rapid growth. As in Chapter 25 on "Planning and Policies for Physical Facilities," special attention will be given to management of utilities. Bear in mind that the basic management principles that follow apply to public facilities of all types.

ORGANIZATION AND ACCOUNTABILITY

Clearly designate responsibilities for management of the community's facilities. The day-to-day operations are best assigned to professional staff employed by the responsible agency. In cases where full time staff cannot be justified, and part time staff or consultants are used, it is important that long-standing relationships develop so that experience and an understanding of agency policies can be brought to the management job.

Accountability is especially important. Some individual must feel that poor management will be identified as his or her own personal failing. Short term relationships with large, impersonal outside groups often fail to produce desirable results because of a lack of accountability to the community.

Beware of developing an organization that is top heavy with policymakers and adequately staffed with "workers," but has no administrative management capability. Such an organization may get facilities built, and keep the doors open, but routine management tasks (see the remainder of this chapter) will not get done. The citizens will not get the most out of their capital investments.

UTILITY ORGANIZATION

Long experience has taught that publicly operated utilities are best run as enterprises independent from, but coordinated with, other general government activities. This provides an opportunity to run the utility "like a business" and discourages the use of the utility for raising general fund revenues to fund normally tax-supported programs. This latter use of the utility is not uncommon, but it can create severe problems of credibility in financing public programs, may be questionable legally, and can threaten the utility's long run financial viability.

Clear management responsibility should be defined. An individual in the organization should both have authority and be held accountable for the utility operation. This person may have other responsibilities as well.

The utility should be organized as a separate accounting entity so that its revenues and costs are not entangled with those of non-utility activities.

The utility manager is responsible for:

- Preparing budgets and authorizing expenditures
- Monitoring the adequacy of rate structures
- Supervising plant operation
- Devising operations and maintenance programs

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- Communicating with other utility professionals in the state, region, and local area
- Assuring that community development activities take the utility's needs and circumstances into account
- Recordkeeping
- Relating with other public agencies and activities
- Providing the stimulus for utility planning and capital improvement plans
- Securing technical and engineering advice as required

A certified operator is also required. The manager may be the operator or an operator may be shared with another small community or district. In some cases, operator skills may be obtained from a private company on a contract basis.

Technical, engineering skills are frequently required as well. It is important that technical advice be based on a thorough understanding of the community's overall needs, capabilities, and desires. The utility system has effects far too broad to rely on a narrow, short-run technical perspective. For this reason, a continuous and close relationship with the source of engineering or technical advice is highly desirable. The utility manager and Council should insist that community development and financial considerations are a meaningful part of any technical analysis.

OPERATION AND PROGRAMMING

Develop the idea that you must "market" your public services like a private business. Both policy makers and managers should be sensitive to what the citizens want in the way of educational programs, library offerings, park equipment, recreational programs, and the like.

Avoid giving the community the idea that its public servants are autocratic or unresponsive. Seek input from the community and either respond or explain why suggestions cannot be followed. Do not try to dictate what is good for the community.

Recognize that low cost activities and services can be provided by intensively using public buildings and facilities. An empty room or unused park is wasteful when some beneficial use could be provided.

Work out joint arrangements among independent public agencies and quasi-public groups to share facilities. The school auditorium might nicely double as a council chamber or commission hearing room.

Keep records relating to facility use. For example, in the case of the wastewater utility:

- Accumulate a history of data relating to user characteristics and plant influent and effluent characteristics. Records should be continuous and structured to meet the needs of billing, studying alternative rate systems, and identifying possible sources of operational problems such as infiltration, plant overloading, or below standard discharge. Some data is required by federal and state law through discharge permit requirements or other regulations.
- Data on the number and types of taps, modifications to the collective system, daily or weekly plant inflow volume, effluent characteristics, and status of the accounts of each customer are essential. Identifying correlations among data will be extremely useful in achieving efficient operation. For instance, a correlation between rainfall and plant inflow can help assess infiltration problems.

See Figure 31-1 for forms that illustrate the type of recordkeeping suggested.

UTILITY EXTENSIONS

As a policy matter, decide where it is most economical and efficient to provide services, and make it known where the community prefers to see growth take place. Once the community identifies the area it is willing and able to serve efficiently, it can achieve its goals by refusing to provide service elsewhere. It can go even further and provide incentives by actually building trunk lines into areas where it has determined development desirable. This approach must obviously be tied to other community goals and programs in order to be successful. (Refer to Chapter 21, "Getting Control.")

Write down utility extension policies and be sure they are acknowledged by the community legislature. Individual contracts should be used to spell out the responsibilities of both the utility and the parties requesting new service. A standard form can usually explain the obligations of each party in accordance with the extension policy in order for the service to be provided. (Refer to Appendix F for an example of such a policy.) The following conditions are frequently included in such contracts and extension policies:

- All extension of lines to serve new customers should be financed or paid for by the people requesting service.
- If extensions must pass by undeveloped properties provide a payback agreement so that an appropriate share of the developers' extension costs can be recovered as intervening properties are developed. A time limit of 7 to 10 years should be placed on this reimbursement provision.
- The utility master plan specifies the desired sizes of trunk lines (frequently 8" or larger) planned for future installation in various locations within the service area. When constructed in phase with the community's program of capital improvements, these lines should be paid for by the utility. For extension out of phase with the capital improvement program, require the developer to install whatever size lines are specified in the utility plan, even if the lines are oversize for the development. At the time when the oversize line was originally planned for installation by the utility, the developer should be reimbursed for the additional cost for putting in the larger line.
- Identify special circumstances that may arise with expansion of the collection system and adopt a specific policy regarding responsibilities and costs. To the extent possible, on-the-spot negotiations with the developer should be avoided.
- Engineering standards for the system design, including pipe materials, jointing and fitting, manholes, etc., should be written and all system expansions should follow these desired standards.
- Charge plant investment fees to all new customers who tap into the system.

Require all new developments to provide their own basic system. Internal or local lines required to serve a new subdivision, industrial park, or shopping area should be provided by the developer in accordance with the system's master plan. The developer may directly finance and build these lines and pass on costs to the future occupants; or, where occupancy is assured, the community may permit formation of a special improvement district to finance the improvements. In any event, the cost of these facilities should not be borne by the community at large.

Competition among communities can destroy the effectiveness of a sound management program. Unless the program reflects regional concerns and is *consistent in application, particularly between cities and the county, the program may not work. If the city has standards for service and a proposed development can circumvent those guidelines by locating in the county, by starting a special district, or by putting in a package plant, the program will be jeopardized. Inter-governmental cooperation is essential.*

Public services that directly benefit specific individuals may be sold at prices to at least recover the direct operating costs involved in their supply. This might include water and sanitation services, certain recreational activities, and building inspection and plan checking services. This approach not only assures equitable financing, but also encourages efficient use of the community's resources.

Balance these advantages with the administrative costs of assessing and collecting user charges. For example, sometimes it is not economical to have to install water meters to monitor use. In this case fixed rate user charges can be applied that nevertheless relate to the overall community costs for supplying water.

Refer to Chapters 25 and 27 for related discussions on financing.

MAINTENANCE PROGRAMS

Once public facilities are built, they are often put aside as community concerns, and allowed to run down and deteriorate until they can be replaced. Obtaining and sustaining an annual budget for maintenance is notoriously difficult. The best approach is to formalize a maintenance and rehabilitation program and build the cost into the user fee structure. Then commit to the overall program. For example, if the collection system has 400 bad joints and replacement is cost effective, consider a program whereby 40 are replaced each year. Once initial funding is accepted as including maintenance, the activity will stand much more chance of obtaining funding each year without a complete rejustification.

FIGURE 31-1: SAMPLE RECORDKEEPING FORM 1

CITY OF BOULDER WASTEWATER TREATMENT PLANT DA

	COD				BOD										SUSPENDED SOLIDS										PRIMARY SLUDGE			TR FIL	
DATE	RAW	PLANT EFF			RAW	PRIMARY INF.	PRIMARY EFF.	% REMOVAL - 1°	TF - EFF.	% REMOVAL - TF	PLANT EFF.	% REMOVAL - 2°	% REM - PLANT		RAW	PRIMARY INF.	PRIMARY EFF.	% REMOVAL - 1°	TF - EFF.	% REMOVAL - TF	PLANT EFF	% REMOVAL - 2	% REM - PLANT		% DRY SOLIDS	% VOLATILE		% SOLIDS - SLUDGE TO FI	% SOLIDS -
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ADDITIONAL PLANT DATA (NON-ROUTINE)

PARAMETER	LOCATION / DATE / VALUE

- ALL VALUES ARE MILLIGRAMS PER LITER UNLESS OTHERWISE NOTED
- SPLIT BOXES INDICATE RAW / PLANT

ATER TREATMENT PLANT DATA ______________ 19 ______

SUSPENDED SOLIDS								PRIMARY SLUDGE			TRICK. FILTERS			SETT. SOLIDS		TOT. SOL		P	NITROGEN							BACTERIAL org. /100 ml.		
Y EFF.	% REMOVAL-1°	TF - EFF.	% REMOVAL-TF	PLANT EFF.	% REMOVAL-2	% REM -PLANT		% DRY SOLIDS	% VOLATILE		% SOLIDS - SLUDGE TO FIL.	% SOLIDS - CAKE		RAW	PLANT EFF.	INF / EFF.		PHOSPHATE	NO3 - N	NH3 - N	TKN					F. COLI. - EFF.	F. STREP. - EFF.	F. COLIFORM - FILTER CAKE

PLANT DATA (NON - ROUTINE)

LOCATION / DATE / VALUE	AVERAGES

OTHERWISE NOTED • SPLIT BOXES INDICATE RAW / PLANT EFFLUENT

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7904.00

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    2.=
 478.50

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    2.=
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  2.80+
  2.50+
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33800.÷
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  4.11+
208.12+
212.23T

212.23+
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714.22G

2619.01+
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33 Managing Financial Resources (Accounting and Control)

The accounting system is the foundation of all community financial programs. Detailed knowledge of how much money is coming in and being spent, its source, timing and accountability is essential in managing even the smallest enterprise. The payment of bills, and personnel, and the collection of revenues are ongoing requirements that should be done efficiently and without errors. Periodic financial reporting is an important information element required.

The accounting system and information should be used. Legal requirements may dictate collection, but little is gained in improved community management. Utilize the work already being done in data collection in reporting, auditing and control activities.

KEEP ACCOUNTING SYSTEMS BASIC AND SIMPLE

Minimize the number of accounting funds. Minimize the number of bank accounts. Minimize the number of accounting categories.

Don't get too technical or sophisticated. Take a practical approach -- what "the book" says is often too theoretical for a small growing municipality. For example, you will probably want to stay away from complicated encumbrance systems.

Always remember -- the objective of the accounting system is to provide timely and understandable data to management so that better decisions can be made.

KEEP CURRENT

Do not get behind with "monthly maintenance" of Accounting Systems. Deposit cash and checks daily. Bill and collect receivables promptly -- in a firm but reasonable manner.

- This can build respect for municipality.
- Use a "Master Charge" approach -- 1-1/2% per month finance charge.
- Use return envelopes
- Send out statements a few days before the end of the month.
- Printed "reminder" and "delinquent" notes can help.
- Do not let collections fall behind.

Get in the habit of paying bills on time.

- This builds respect for the municipality.
- Provides for more accurate financial reports.

Journalize and post ledgers as soon after the end of the month as possible (Computer Service Bureaus can help).

- Set deadlines (2-4th of month) for posting and try to stick to them no matter what.
- Deadlines will get people in the habit of using time efficiently and will force them to do things during the month in anticipation of the posting deadline.

Reconcile all balance sheet accounts as soon as ledgers are posted and prior to preparing financial statements.

- Cash
- Investments
- Receivables
- Payables and payroll liabilities

Edit all revenue and expenditure accounts for accuracy prior to preparing financial reports.

FINANCIAL REPORTS

Ask councils, staff, etc., what information they are interested in and what information they are not interested in.

Revenue and expenditure reports that compare actual revenues and expenditures with budgeted amounts should be prepared and reviewed with councils and staff to analyze any existing or projected budget variances.

- Reports should at least be prepared quarterly.
- Monthly reports recommended for larger, more complex municipalities.

A concise narrative report highlighting the revenue and expenditure report should accompany the "numbers" report.

Most people do not like to read numbers.

A narrative report (backed by financial report) is usually more effective.

Make a point to communicate personally with each department head about the status of his department's finances.

INDEPENDENT AUDITORS

Do not fear independent auditors -- they are human and are trained to not go strictly "by the book."

Let the auditors know that the municipality realizes the importance of maintaining accurate and organized accounting records and that the objective of the municipality is to obtain only "unqualified" audit opinions.

- This approach will result in fewer audit report "surprises" and will build a team approach to the annual audit examination.
- Ask auditors what the municipality must do to obtain MFOA Certificate of Conformance -- it is usually easier for a smaller municipality to obtain this award than a larger municipality.
- Instruct the auditors to prepare financial statements in compliance with "Blue Book" standards.
- Request that auditors review the audit report and management letter with council. Remember -- auditors work for councils, not staff!
- Request that auditors thoroughly review the "insurance in force" annually and review their findings with the Council.
- Request that auditors set up simple internal control systems with staff.

COMPUTER SERVICE BUREAUS

Do not be afraid of using Computer Service Bureaus -- they can save time and money and result in more accurate and timely financial reports while strengthening the system of internal control.

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A municipality can benefit from using a Computer Service Bureau without understanding how a computer works, hiring a programmer, or hiring a keypuncher.

Computer Service Bureau applications should be considered for:

- Payroll
- Utility billing
- General ledger maintenance and financial report preparation

Don't try too many new applications at one time.

- Applications should be phased over a 1-2-3 year period.
- Computer Service Bureau output must be monitored -- edited for accuracy.

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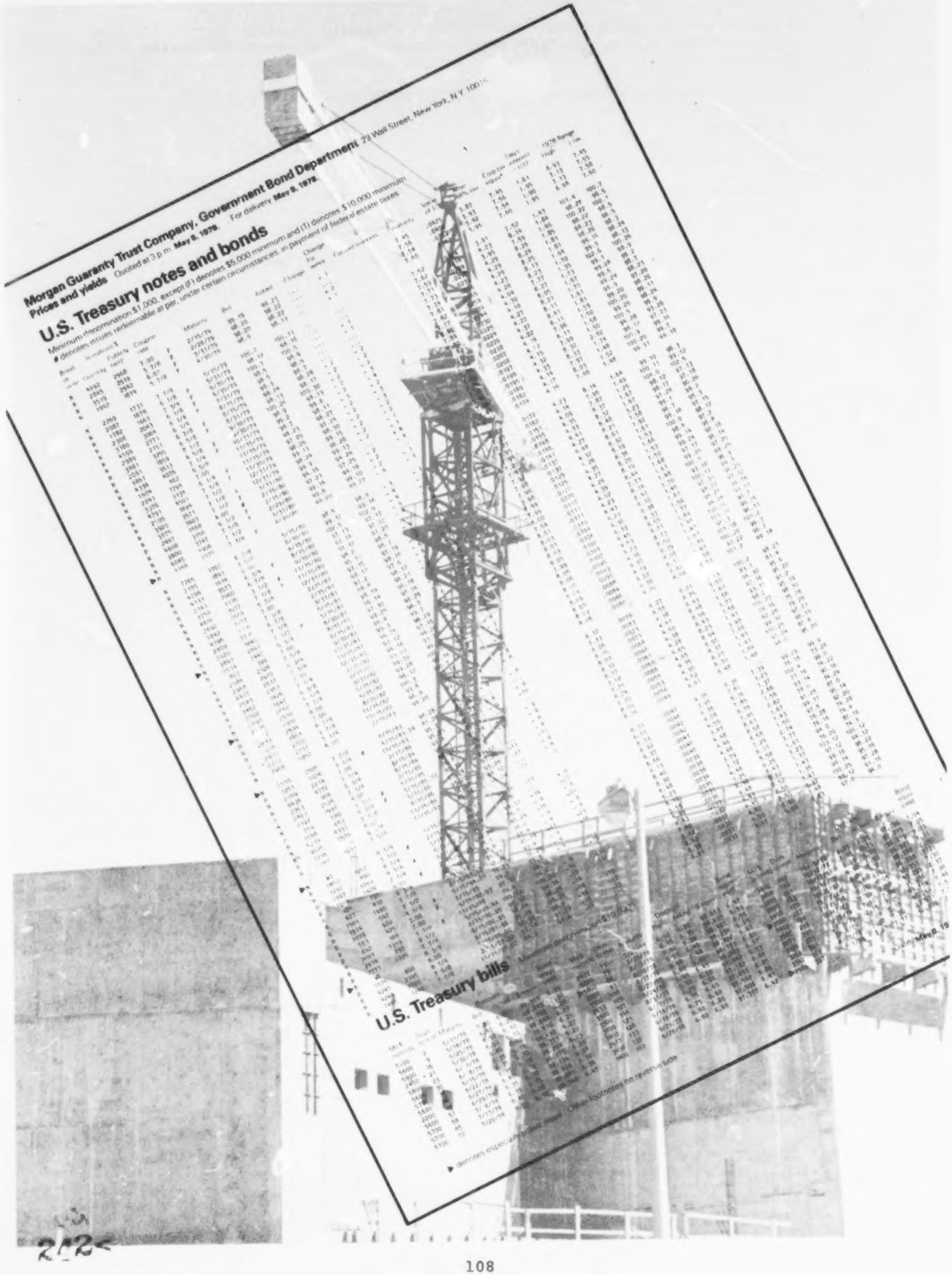

Morgan Guaranty Trust Company, Government Bond Department 23 Wall Street, New York, N.Y. 10015

Prices and yields Quoted at 3 p.m. **May 8, 1978.** For delivery **May 9, 1978.**

U.S. Treasury notes and bonds

Minimum denomination $1,000, except (F) denotes $5,000 minimum and (T) denotes $10,000 minimum

# denotes issues redeemable at par, under certain circumstances, in payment of federal estate taxes

U.S. Treasury bills

Minimum denomination $10,000

▶ denotes especially active issue. Other footnotes on reverse side

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34 Managing Cash Resources

Although most local governments are required to adopt a balanced budget each year, there may be significant amounts of cash available for investment at some time. In recent years, as interest rates have climbed, revenues from investment of temporarily idle funds have become an important source of government income.

There is another reason for carefully managing cash resources. Citizens, especially bankers and businessmen, equate careful cash management with good business management. If a local government leaves larger-than-necessary balances in its local bank accounts, although a bank stands to profit from the practice, the bankers will inevitably come to view the town's clerk, treasurer, or finance director as an "easy mark," who is naive regarding good business practices. This attitude will undercut the government's efforts to lead the community, and especially erode its credibility with the business and financial communities.

Careful cash management is more than simply identifying and investing idle cash balances. It should also aim to increase investable balances by adopting measures (1) to encourage prompt payment of bills issued by the government; (2) to delay payment of bills received until they are due, or within such time that a discount is offered; and (3) to maximize investment returns through the careful choice of investment returns within the constraints imposed by the community's need for liquidity.

DO YOU NEED A CASH MANAGEMENT PROGRAM?

Before you start a cash management program, get a feel for increased earning potential.

- Obtain daily bank balances for every operating, noninterest earning account for the previous year (sometimes only weekly or monthly figures will be available -- work with what you can get).

- Unless there is a negotiated agreement to leave certain balances with the bank to pay for specified services, the total funds in all accounts could potentially have been invested.

- Compute an average daily, weekly, or monthly balance for the year. Take 5% of the amount to get a rough idea of what you might have earned with an effective cash management program. Be aware that it is usually not possible to invest 100% of your balance -- 70%-80% is more probable. Thus, you might multiply your computed potential earnings by 70%-80%. On the other hand, by fully using all aspects of good cash management you may increase the initial balance you are able to invest. So your first figure may actually be low.

SETTING UP A CASH MANAGEMENT PROGRAM

A single individual can most effectively administer the Cash Management program. Review of this handbook may familiarize him/her with concepts and with problems that might be encountered.

The responsible person's first step should be a thorough review of existing procedures.

- Look at average idle balances during the previous year. (Compute them as above, if this wasn't done before).

- Check a sample of deposit slips to determine the average delay in deposit of cash received by the city/county from various sources.

- Check a sample of payments to determine if bills are paid too soon, or if discounts for early payment are overlooked.

- Review the procedures for how payments are initiated within the organization. Identify changes that might facilitate efforts to fine tune the timing of payments.

- Identify investment earnings and yields for the previous year. Check them against potential yields for similar term investments in U.S. Government securities or securities of U.S. Government agencies. These are usually feasible investments for community funds and should set the standard for interest earnings.

- Check typical maturities of securities purchased. If they are all short term, note what higher yields might have been obtained with longer maturities.

Review the existing procedures and ideas you have for improvements with local bankers.

- This will encourage their support as well as provide a valuable source of advice.

- Exercise care in inviting a representative from each local bank. Do not invite bankers from large cities or investment house brokers, as this may threaten local representatives.

- Begin the meeting by making clear that you are only seeking advice for developing your program and policies, and are not trying to reach deposit or investment arrangements at this stage.

- Brief representatives on your existing system. They may wish to comment immediately or confer with their staffs and respond later.

- You will likely want to communicate with them later in the process when the government is selecting its bank (see below).

BASIC PRINCIPLES OF A GOOD CASH MANAGEMENT PROGRAM

Flexibility - Build flexibility into your cash management program. Avoid fixed rules regarding the use of particular banks or types of investments. Under constantly changing circumstances, allow yourself to make decisions which will best serve the overall objectives of the community.

For example, you may want to invest with a bank that doesn't offer the top investment return, but is willing to assist you in maximizing available investment funds.

Find out if a bank may agree to automatically loan you sufficient short term funds to cover an operating account overdraft. This allows you to minimize operating balances without necessitating costly efforts to forecast and to control receipts and disbursements.

Consolidation - Just as an individual can keep better personal finance records if all funds are in one account, a local government can keep better track of cash flows if accounts are as consolidated as possible.

In many governmental units, each collecting agency deposits receipts in a "private" bank account. Separate bank accounts may be held by the municipal clerk, the tax collector, utilities, etc.

For investment purposes, consider consolidating all cash into one or a limited number of general accounts. Pooling cash allows your cash manager to keep easy track of cash flows, minimize cash balances, and maximize available investment funds.

If you consolidate, design your accounting system to reflect the respective cash balance, deposits, and withdrawals of each fund being consolidated. Before you pool special funds, review specific state statutes, ordinances, and charter provisions regulating their use.

Determine interest distribution early in the investment program.

- You may treat interest of some funds as current revenue which accrues to the general fund.

- You may prorate interest back to each fund based on its monthly or quarterly cash balance.

- As above, review state statutes, etc., regarding regulations for interest on special funds.

Forecasting - Most cash management systems utilize some method to forecast daily or weekly minimum bank balance. This is the investable amount.

Include the float -- the amount of uncashed, outstanding checks. By always focusing on the bank's balance, and not the balance shown on agencies' books, you can invest the float amount.

In some cases, you can invest most available balances with minimal forecasting, e.g., when a bank will agree to cover overdrafts with short term loans.

CASH MANAGEMENT PROCEDURES

Whether or not banks will cover occasional overdrafts, you will need to adopt a system for projecting cash flows.

Some receipts and disbursements can be readily forecast, such as payroll and scheduled outlays on construction contracts. Estimate others based on historical experience.

The best approach is to make up a form for a cash flow forecast similar to that shown in Figure 34-1. Fill it out as completely as possible. A look at historical receipts/disbursements will help you avoid overlooking important items.

Following this procedure, the calculated closing balances are the amounts available for investment.

- The minimum closing balance for the entire year can be invested for the full year.

- Other months may show balances larger than the minimum throughout the year. Plan these amounts for investment from their availability until the beginning of the month when they will be needed.

Note that the above procedure does not directly account for the float. To estimate float, review the average amount by which the bank's account balances have exceeded the agency's book balance on a daily basis over the past year. It may help to relate the float experienced in the past to particular months and/or the level of disbursements made during the month.

One word of caution: In some agencies, bills are paid but once or twice monthly. In such a case, the float will rise immediately after checks are written, then eventually fall to zero. Float is only available on a continuing basis when checks are being written continuously.

Increase the minimum monthly balance forecast by the minimum monthly float to arrive at investable funds for the period.

This very same procedure can be structured to examine weekly or daily cash balances with a resulting improvement in information as to investable funds during the month or week.

In addition to analyzing cash flows and pooling cash, you can use other techniques to maximize cash available for investment.

- Process receipts on the day they are received and deposit them as promptly as possible.

FIGURE 34-1: SAMPLE FORM FOR CASH FORECAST

	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC
CASH RECEIPTS												
Taxes Collected												
State Taxes												
Utility Revenue												
Fees and Fines												
Other												
Total Receipts												
CASH DISBURSEMENTS												
Legislative and Judicial												
Police and Fire												
Utilities and Public Works												
Capital Outlay												
Financial Obligations												
Other												
Total Disbursements												
EXCESS RECEIPTS (DISBURSEMENTS)												
CASH BALANCE												
Opening Balance												
Change During Period												
Closing Balance												

- Process billing of accounts rapidly to speed payments. In some municipalities automatic data processing may further increase billing speed and the registering of payments. The earlier revenue is received, the more time there is to invest it before it is needed for disbursement. Vigorously pursue late payments just like a business would.

- Hold disbursements as long as practicable without overrunning due dates or endangering vendor relations. If accumulative disbursements exceed accumulative revenue at some part of the fiscal year, you might rearrange to receive some revenue earlier.

- Constantly monitor the cash balance tallied daily by the municipality as compared with the bank's current machine tally (the difference being the "float").

- In municipal disbursements you may use warrants to take advantage of float. The payment of a warrant reduces the earning base (the money available for investment) at the time of payment but not before.

    - In contrast to this is the disbursement of money by means of checks drawn on bank. When a check is written, the bank balance and the earning base are reduced immediately. The municipality loses money when some checks remain outstanding for several weeks.

    - Another advantage of the warrant system is that it takes less administration on the part of the bank.

- Paying a fee to banks for services rendered instead of maintaining a "compensating balance" will free up the money held in compensating balances for short term investment. Be aware of what you are paying the banks for services rendered.

BANK SELECTION

The full service commercial bank is probably the finance officer's best ally in the investment process.

- As dealers in the money market, banks provide a logical source of information and advice for municipal officials on new issues, changing markets, and promising investment possibilities. A bank may also provide for the delivery, custody, and safekeeping of securities.

- An investment officer can make a purchase or sale with one phone call. The bank will place the order, negotiate the price, and, subject to municipal approval, close the transaction, arrange for delivery, and deposit securities in the vault.

In selecting a bank(s) there are at least three approaches:

You may deposit a portion of your funds in each bank in the community.

- This permits all banks to receive municipal business and you avoid charges of favoritism.

- On the other hand, you are unable to take full advantage of higher interest rates which may be offered by one bank in the community or by a bank outside.

- In addition, such decentralization can result in high administrative costs.

- You may place all funds with a single bank and rotate banks on an annual basis.

    - This procedure can improve your bargaining position for bank services and at the same time assure each bank in the community that it will have an opportunity to hold municipal funds.

  - ☐ There are several disadvantages in this method. It precludes changing banks during the year to take advantage of better interest rates and also excludes the use of banks external to the municipality.

  - ☐ Another disadvantage is that no lasting continuity in banking services and relationships can be established when a different bank is selected each year.

- Another approach is to award the municipal account to a single bank on a bid basis.

  - ☐ In this instance you write specifications for desired banking services and ask interested banks to submit bids on the specifications (a variation is simply to request banks to list available services and quote terms). The municipality then offers its account to the bank with the lowest bid or the most attractive combination of services and terms.

  - ☐ The chief advantage of this competitive approach is the maximization of interest earned and banking services received.

An additional question in bank selection is whether to deposit municipal funds in a local bank(s) if the terms and services of a bank outside the community are superior. The argument is that investment in local banks produces growth and returns capital, in the form of loans, for the use of some residents in the municipality. This contention must be weighed by each municipality against the desirability of maximizing investment returns for the benefit of all residents.

CRITERIA FOR CHOOSING INVESTMENTS

A government agency can make many different investments. Table 34-1 lists some of the more common. Choose individual securities based on:

- Legality and safety (consult the Town or County Attorney on relevant state and municipal regulations).

  Liquidity

  - ☐ Liquidity is the ability to convert a security into cash promptly with minimum risk of principal.

  - ☐ An emergency makes the importance of a liquid investment portfolio clear.

  - ☐ If you must sell investments prior to maturity to obtain cash quickly, you will likely retain interest already accured. Market conditions will dictate what you will gain by the sale.

- Maturity. Maturity can have a significant bearing on liquidity. The key factor is whether investments can be sold prior to their due date.

The varying maturities of available investments is one of your more important areas of latitude in the investment process. Here you can develop the mix of investments that best suits your community's needs.

  - ☐ Investments such as non-negotiable certificates of deposit must be held until maturity. Liquidation of CD's before maturity may result in forfeiture of some interest.

  - ☐ Some investments, such as U.S. Treasury offerings, can be sold prior to maturity. Their active secondary market makes the sale of these investments relatively easy. At times, you may even wish to sell such investments early to take advantage of market conditions that can bring higher returns than if you held them until maturity.

  - ☐ Buy and sell investments based on the information you received from the cash analysis process.

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TABLE 34-1: INVESTMENT MEDIA

Type	Issues and Maturities	Denominations	Restrictions	Marketability
Bank Deposits				
Savings Accounts	Issued for any maturity	No Minimum	Yields are generally below those of other investments.	Negotiable
Certificates of Deposit	Issued upon demand as selected by purchaser.	No Minimum	Requires administrative burden of contractual agreements.	Non-negotiable
Repurchase Agreements	Issued upon demand for 1 to 30 days under normal circumstances.	$100,000 Minimum (Varies with some banks)	Yields generally below prevailing interest rates.	No Secondary Market
Federal Agency Issues				
Banks for Cooperatives Debentures	Issued most months for 180 days. Matures on first working day of month.	$5,000 Minimum	Not legal obligations of or guaranteed by the Federal government.	Active Secondary Market
Federal Home Loan Bank Notes	Issued irregularly with 8 to 10 maturities of less than 1 year	$5,000 Minimum	Not legal obligations of or guaranteed by the Federal government.	Active Secondary Market
Federal Intermediate Credit Bank Debentures	Issued monthly, usually for a 9 month duration.	$5,000 Minimum	Not legal obligations of or guaranteed by the Federal government.	Active Secondary Market
Federal Land Banks	Issued irregularly for periods of a few months to 10 years.	$1,000 Minimum	Not legal obligations of or guaranteed by the Federal government.	Active Secondary Market
FNMA and GMNA	Issued about 4 times a year for periods of a few months to 8 years.	$1,000 Minimum	Not legal obligations of or guaranteed by the Federal government.	Active Secondary Market
FNMA Short Term Notes	Issued daily for 30 to 270 days, as selected by purchaser.	$5,000 Minimum	Not legal obligations of or guaranteed by the Federal government.	Active Secondary Market
Tennessee Valley Authority Notes	Issued monthly for about 120 days.	$5,000 Minimum	Not legal obligations of or guaranteed by the Federal government.	Active Secondary Market
U. S. Treasury Securities:				
Treasury Bills	Issued weekly with maturities up to 1 year.	$10,000 Minimum	Short issues not always available.	Broadest Secondary Market of any instrument.
Treasury Notes	Issued with maturities ranging from 1 to 7 years.	$1,000 Minimum	Short issues not always available.	Active Secondary Market
Treasury Bonds	Issued with maturities ranging from 5 to 30 years.	$500 Minimum	Statutory limit of 4½% on coupon rate.	Active Secondary Market

☐ Buy and sell investments based on the information you received from the cash analysis process.

☐ You may arrange for a range of investments sequentially reaching maturity if a series of expenditures has been forecast or you may have a diversified investment portfolio characterized by varying maturity dates.

In these respects, the selection of maturities represents a real opportunity for comprehensive planning and a safety valve for unexpected contingencies.

- Yield. After safety of principal and liquidity have received proper consideration, the selection of investments providing maximum earnings may be made. Maximized earnings occur as the result of high yields. Yield is the annual income return on an investment, expressed as a percentage. Evaluate investments on the basis of net yield which is the current income yield minus any premium above par or plus any discount from par in purchase price, with the adjustment spread over the period from the date of purchase to the date of maturity of the investment.

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35 Organizing Human Resources

As a community grows, it becomes important for the various actors in local government to assume formalized roles. In smaller communities where growth pressures are nonexistent, there is usually a very comfortable relationship between the legislative body, its advisory boards, and the relatively few staff. Much can be transacted at coffee or by informal visits. Unfortunately, as pressures of growth begin to occur, this informal relationship changes and the actual day-to-day operation of a community or local government can become very difficult. As additional staff are hired to manage the community or new citizen groups organized, it is important for the relation between the legislative body, advisory boards, and the staff and the citizens groups to be clearly articulated in order to mount an effective community management effort.

This chapter discusses major groups and their roles in the management process.

LEGISLATIVE BODY

The fundamental job of the legislative body is to provide leadership to the community and develop policy. They need to set the direction of the community and be responsive to citizens' interests and needs. They must assure that the community is capable of functioning in an efficient and effective manner.

The focal point of the legislative body's leadership role is the mayor or commission chairman.

In order to carry out its responsibilities in a growing community, the legislative body must utilize the assistance of its advisory boards and staff. It cannot be both policy-maker and staff and hope to successfully manage growth.

A highly efficient community is one in which the Council, advisory boards, and staff work together closely. Communication is paramount to effectiveness. The legislative body should give the staff clearly defined responsibility, and should expect them to carry it out. Flexibility is highly desirable, but not at the expense of efficient performance. The joy of governing should be in setting high standards and clear policies and having advisory boards and staff that will come up with innovative ways to achieve them. It is no more, no less than what can be expected if the legislative body performs their policy making task.

ADVISORY BOARDS

Advisory boards act on specific tasks for the legislative body. Their role is to investigate items in greater depth than the Council or legislative body has time to pursue. Examples are planning boards, library boards, park and recreational boards, water boards, or human resource boards. The types of boards vary from community to community.

In order to obtain citizen involvement, the role of the board must be clearly articulated by the legislative body. Many community charters clearly set out the role, responsibilities, duties, and powers of such boards. In other communities advisory boards are established and serve entirely at the request of the legislative body. In addition, certain federal and state programs require that local advisory boards be created to assure citizen input into local government decisions.

It is essential that the legislative body utilize advisory boards to their fullest extent. Their advice must be listened to. To accomplish this, the city or Town Council or County Commissioners should meet *annually with their advisory boards to discuss mutual interests and concerns. Close communication with and effective utilization of advisory boards can greatly increase the quality of local government.*

STAFF

The administrative staff in a growing community is frequently faced with great difficulties:

- The staff is not experienced in dealing with rapid growth situations.
- Professional consultants who come into the community may or may not do a good job.
- Pressures for action and more sophisticated technology come from all sides -- citizens, developers, the Council, and industry -- as the community grows. For example, where formerly sewer lagoons requiring a minimum of operation may have sufficed, now the community may have to move to a mechanical treatment facility requiring skilled staff seven days a week to meet the needs of growth.

The staff's role is to carry out the policies set by the legislative body. They should also act as a liaison between the citizens' concerns as they develop and the advisory boards and Council.

The staff should display initiative in their particular field by bringing new ideas and concepts before the legislative body. But they should not begin to set policy. Policy making is the elected legislative body's role.

ADVICE ON HIRING PROFESSIONAL STAFF

Exercise great care in expanding governmental staff. Organizational and administrative problems can grow when new positions and departments are created rapidly. Often the solution lies in becoming better organized, focusing on the most important tasks, and possibly dropping useless activities. Nongovernmental groups should also be turned to for appropriate jobs.

Areas which do need professional employees are finance/administration, planning, and utility management. These positions can form the core management team. Other staff members may be deemed necessary -- but careful consideration of how much they are needed and how else the job might be done should precede a final decision to hire new staff.

For key positions where staff are deemed necessary, the legislative body is encouraged to hire skilled professionals with experience. In a rapid growth situation extremely high sums of money are spent for facilities, services, and professional advice. A nonprofessional cannot be expected to exercise the type of control and provide and advice necessary for maximum utilization of public funds and protection of the quality of life. Salaries will have to reflect national competition for top people. This is very difficult for a community which has a tradition of low governmental salaries. However, it will be far cheaper and more beneficial in the long run to pay for skill and experience than to hire a well-intentioned but untrained individual to fill a new position.

CITIZENS' GROUPS

Neighborhood groups, task forces, vested interest groups, community organizations, all perform a valuable function in a growing community. These groups should be listened to and utilized to the fullest extent, and their information put into the larger context of the overall community. Refer to Chapter 20 on "Coordinating Nongovernmental Groups" in this handbook.

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HOW MUCH IMPACT?

36 Using Outside Resources

Professionals who are not an ongoing part of the community management process can often be used to assist the community's efforts. These might include specialized bond attornies, municipal bond advisors, engineering and management consultants, university professors, or employees of other organizations who are concerned with local government problems, e.g., certain state or federal government officials, the in-state personnel of professional organizations and energy company employees. Successfully using their resources poses the strictest test of whether or not the community knows what it wants. When it does not, valuable time is wasted and frequently larger expenses or other costlv commitment are incurred.

CLARIFY YOUR OBJECTIVES

Before contacting any outside resources, know what it is you want to accomplish. This is essential if you are to avoid the classic problem of being handed a solution to the wrong problem. This does not mean you must know what the end product will be. Your immediate objective may be to define the problem.

Concern yourself less with the procedures an advisor may employ than with the end product. Let the advisor use his/her own methods so long as it suits the final outcome desired.

Plan on working with outside advisors to give them the benefit of your experience and knowledge of what will work, and what won't work in your community. It is tempting to feel that by hiring a consultant to deal with a sticky problem you have solved the problem. This is rarely true. Be realistic about what an advisor can accomplish.

Retain outside advisors who are equipped to do the job at hand. Oftentimes, unexperienced help (such as college students) is valuable. But avoid underestimating the job and thereby having to do it twice.

SEEK EXPERIENCE

Typically it is difficult to chose the best qualified source for outside assistance. One rule that tends to hold true is to seek advisors who are experienced in your problem area.

- You can look at previous work efforts and talk with past clients.
- You will not be a training ground, but can benefit from the advisor's past mistakes.

When selecting an advisor, be sure you find out who will be doing the work. Oftentimes, it is someone other than the person presenting a proposal. You may wind up with inexperienced staff.

ACCOUNTABILITY

Try to make outside resources accountable for their work. Be sure that the job to be done is well-defined, that the basis for your costs is spelled-out, and that a schedule is adopted. Usually, a letter of agreement is sufficient and lengthly contracts with pages of boilerplate are not necessary.

An outside advisor's feeling of accountability is related to his/her commitment to the community. When only a single short-term project is involved, there may be less commitment than when there is more at stake. This suggests that, when possible, a standing relationship should be sought with advisors. Let them live with their (your) mistakes.

PROCEDURES FOR SELECTING OUTSIDE ADVISORS

When you hire, or in any other way retain, professional advisors, you are obtaining human skills and experience to deal with your problems. You should never purchase "packaged solutions." Most likely these will not fit your community. Focus your selection on obtaining the right people for your problem and your community.

Rely more on personal interviews and references from persons whose judgment you can trust than on written proposals. Written proposals may form the basis of a working agreement, but typically give you little indication of the overall product you will receive. Sometimes, solutions are prematurely locked-in during proposal writing.

Decide whether or not you can benefit by going through a formal selection process. It may be required by law, or you may feel uncomfortable in selecting advisors without a competition. On the other hand, a formal competition is costly, time-consuming, and demands that you know precisely what you want. Sometimes selecting a trusted advisor first, then clearly defining his/her task is more practical.

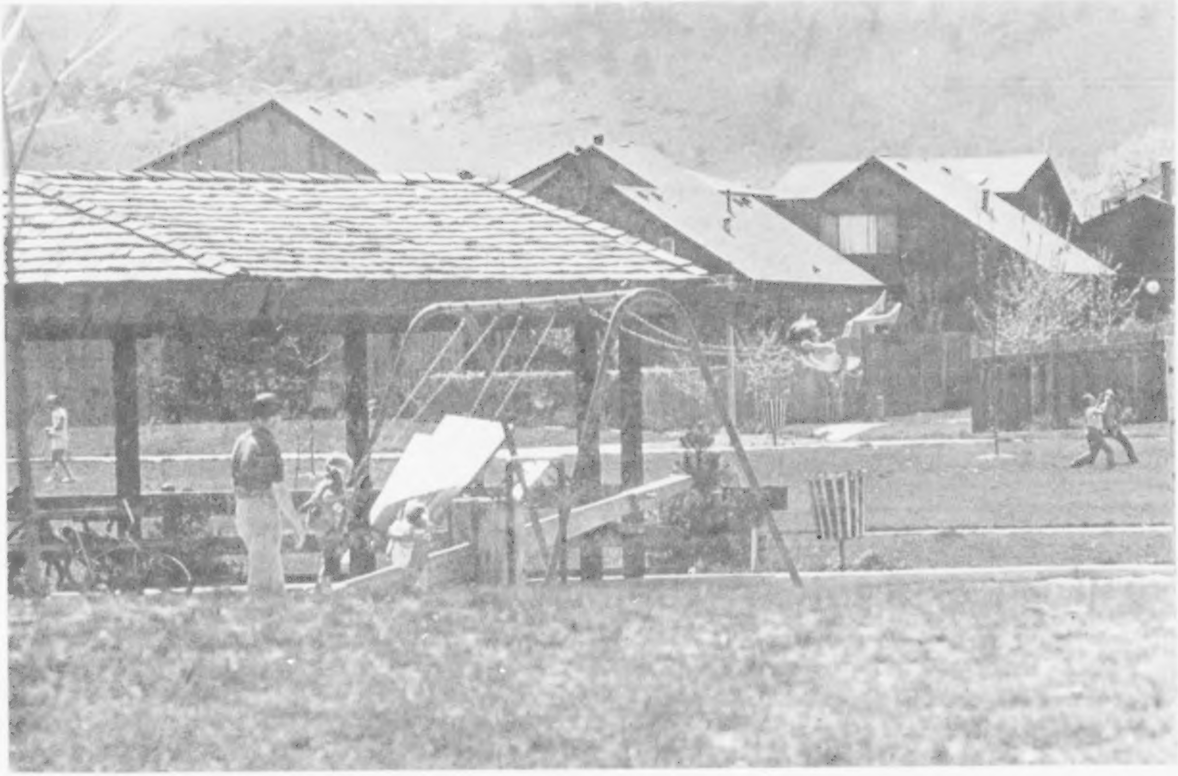
When selecting advisors via a competition, do not solicit price competition. Figure what you can spend and make the amount known when proposals are requested. Let the respondants indicate what can and cannot be done within the budget.

Don't ask for lengthly proposals. There is usually little of value in proposals relative to the selection process. Rather, ask for letters of interest. Solicit the proposer's experience in the problem area, names and backgrounds of those who would do the work, and knowledge of the area. Select the three or four best and hold interviews. Stress that you want to see those who will do the work. Use a committee of affected staff and perhaps legislators or advisory board members to conduct the interviews, and make the selection. Structure the committee to reflect diverse views on controversial issues.

ONGOING LIAISON/FOLLOW-UP

Appoint specific staff to work with consultants and advisors. Inform advisors of new developments that may affect the project. Being accessible will save you money and improve the product.

Frequently, good ideas, information, or proposed legislation developed with intensive study are ineffective because of improper follow up. Expect such efforts to simply set the stage for further activity in implementation and administration. Seldom does a major study solve a community problem by "putting it to bed."



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37 Follow Up

Community members, local government, and staff who have become involved in the process of setting goals and developing implementation plans will likely be very interested in "what will happen next." New developments from the energy industry and implementation programs, testing goal statements and achieving programs will keep some of the original Community Impact Committee and task force members, as well as the legislative body and staff, concerned about the impact management process and the details of how it is working.

Following up is the process of keeping people informed, keeping on top of new industry developments, and asking, "Does this work? How well?" -- with the final outcome of updated plans aimed at filling any gaps and addressing problems which have occurred. Hopefully all citizens will be interested, concerned and will follow the "progress" of their community in coping.

KEEPING THE COMMUNITY INFORMED

Depending on the nature and needs of the community, what has happened in the previous community involvement process, and the extent of the impacts the community expects to experience, the Community Impact Committee may continue as an informal effort to stay on top of new energy developments and bring them to the community's attention.

The number and timing of energy projects impacting the community may make a significant difference here. For example, Craig, Colorado, and Rock Springs, Wyoming, are being impacted by a number of developments, creating a continually changing and complex situation which requires constant updating. On the other hand, a single energy project might make the community-wide intense involvement process more of a one-shot affair.

Should the Community Impact Committee continue, its activities might include:

- Keeping a liaison with the energy company(ies) to find out about any new project developments as soon as possible.
- Meeting periodically on a regular schedule to review any new developments and discuss future actions.
- Preparing a newsletter or an article for the local newspaper on a regular basis
- Holding an annual community meeting to discuss progress or calling a special meeting if a major new development is expected to take place
- Acting as a resource and information group for the legislative body and staff to use, concerning community goals and energy project-related activities.

The committee should also develop a way to appoint new members, either to replace a member who is resigning or as a regular way to bring in fresh ideas.

Remember: Whether or not your community continues the committee, and what it should do, depend on your own community's needs and desires, the nature of the interaction between the committee and local government, and the desire of existing committee members to continue their commitment.

KEEPING ON TOP OF INDUSTRY DEVELOPMENTS

The Community Impact Committee and/or local government and staff should continually update their picture of anticipated changes as new industry developments occur. Good communication between the community and the industry is essential to intelligent planning to avoid being overwhelmed by impact-related growth. The advantage of having industry as a member of the Community Impact Committee is that adjustments in industry plans have a direct pipeline into the system. Special efforts on someone's part do not have to be made to "check up" on industry thinking.

KEEPING ON TOP OF ACTION PLANS

Action programs set in motion by the community to meet the growth challenge will now be tested as programs get underway and new population comes into the community needing the sewer lines, housing, recreation programs, etc.

The legislative body, staff, and all concerned members of the community should continually access the effectiveness of the programs that have come out of their work, the stated goals, and the details of those programs in light of their problems or success. Some guideline questions might be:

- Are they working or being used?
- If a program was set up to meet a particular goal -- is that goal being met?
- What problems are highly visible? Is there a problem which is supposed to address any such problem? Was no program developed because the problem was not anticipated?
- Based on personal knowledge of a given program or use of a stated policy or code -- how is it working? Are there gaps in the program or policy? Are there gaps in carrying out of a program or policy? Why?
- Is there anything that has turned out to be unnecessary? How might resources going to an unnecessary project be directed in more positive ways?
- Is the process functioning or is it frustrating people with delays, indecision, needless extra costs?
- Are the goals and policies being used on a regular basis to evaluate decisions against?
- Are the details being considered?

UPDATING PLANS

Prior to annual capital improvements programming and budget preparation, each governmental department or agency in the community should look at the following areas for reevaluation:

- Its efforts and results over the past year
- Changes in the community's attitudes or values and related trends which affect its particular field
- Changes which appear to be warranted in particular standards, plans, goals, or functions related to its activity
- Suggestions for improvement, needs for change, and directions to keep going in, as brought up by citizens or the government as discussed above

The annual review described above should be brief and focus primarily on details of programs and procedures.

A formal reevaluation should occur every five years or after major changes have occurred, i.e., construction phase completed, new industry or mine proposed, major changes in employment levels, etc. At these times, a total comprehensive community-wide evaluation of overall goals, policies, and plans should occur, and any necessary changes in goal statements or community direction be made.

Appendices: Part III

APPENDIX D

GOVERNMENTAL AND NON-GOVERNMENTAL AGREEMENTS

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CONTRACT

THIS CONTRACT dated this 18th day of February 1977 is between the City of Boulder, a Colorado municipal corporation, hereinafter referred to as "City" and Boulder County Legal Services, Inc., a Colorado nonprofit corporation, hereinafter referred to as "Agency."

RECITALS

WHEREAS, the City is cognizant of the needs of indigent and low income persons for free or low cost legal counsel and education regarding their rights and the laws which affect them and,

WHEREAS, the Agency has an operation which the City believes will satisfy some of these needs;

COVENANTS

NOW THEREFORE, the City and the Agency do mutually agree as follows:

I. The Agency shall perform and furnish the following services in a manner subject to the approval of the City through its Director of Human Resources Development:

   A. Establish and maintain offices with staff available to provide civil legal assistance to indigent residents of Boulder in areas such as family law, administrative law, and miscellaneous categories.

      1. Individual representation of eligible clients by two staff attorneys.
      2. Referral of no fee and reduced fee clients to participating members of the Boulder County Bar Association.
      3. A monthly pro se non-contested dissolution clinic.
      4. Outreach to senior citizens.

   B. Community education and preventive law projects.

   C. The Agency is to operate in substantial accord with its application for funding, a copy of which is attached hereto as Appendix A.

II. The term of this contract is for one year, from January 1, 1977 through December 31, 1977 and City shall pay the maximum sum of Ten thousand forty dollars ($10,040). Such sum shall be paid in equal monthly payments prior to the 10th day of each month, or upon receipt of the appropriate reports. The funds will be used by the Center to partially cover expenses identified in its operation budget as requiring a One hundred thousand dollars ($100,000) cash expenditure.

1. The Board of Directors shall furnish the City with information on the financial assistance provided by other governmental or private entities as well as information regarding any proposed or anticipated use of such funds.
2. During the 1977 funding year, the staff and the board of directors of the Center will seek alternative sources of funding. A written report of this continuing effort to seek alternative funding will be included in quarterly reports submitted to the City.

III. The program will be controlled by a Board of Directors who shall meet on a regular basis and develop the programs policy and evaluation; recruit; monitor the staff; conduct public relations work in the community; insure that the funds under this contract are allocated in accordance with the above schedule, and make reasonable efforts to obtain outside financial assistance for the program. The Agency shall have in its employment appropriate staff to administer the agency and to provide the services described in this document. Volunteers who agree to furnish services for the Agency will receive initial as well as ongoing training from the office and volunteer coordinator.

IV. The Agency shall submit reports on or before April 10, 1977, July 10, 1977; October 10, 1977; and January 10, 1978, to the Department of Human Resources Development. The reports shall include a financial statement, data concerning number of clients served, data concerning types of services that the clients are utilizing, and attempts at and progress in seeking alternative funding. The Agency shall also furnish such other information as the Director of the Department of Human Resources may request from time to time. The Director shall not be entitled to receive confidential or otherwise privileged information from the Agency without approval of the Board of directors.

V. It is expressly agreed that if the Director of the Department of Human Resources feels that the Agency is failing to perform satisfactorily the terms and conditions of this contract, she shall notify the board chairman of her objections in writing. Such objections shall relate to the performance by the Agency of its obligations hereunder. If the Board of Directors does not alter the program to correct the objections and defects in performance within a specified length of time, to the satisfaction of said Director, upon her advisement the City Manager shall have the right to terminate this contract effective 30 days from the date he decides to terminate. In the event of termination, the Agency shall be entitled to receive actual expenses to the date of termination, however, not to exceed a prorata portion on a monthly basis of the amount set forth in paragraph II above.

VI. The Agency authorizes the City to perform audits and to make inspections during normal business hours for the purpose of evaluating performance under this contract.

VII. It is understood between the parties hereto that the nature of the problems which the Agency is attempting to alleviate may not permit easy resolution or show readily ascertainable results. Therefore it is agreed that the terms and conditions of this contract shall be governed by reasonableness and good faith.

VIII. The parties to this contract intend that the relationship of the Agency to the City is that of an independent contractor. No agent, employee or volunteer of the Agency shall be deemed to be an agent, employee or volunteer of the City. The Agency will be solely responsible for its acts and the acts of its agents, employees and volunteers.

IX. In all hiring or employment made possible by or resulting from this contract and in all services rendered pursuant hereto, there will not be any discrimination against any employee or applicant for employment or person seeking the Agency's services because of race, color, religion, sex, age, national origin or marital status, and affirmative action will be taken to insure that applicants are employed and that employees are treated during employment without regard to their race, color, religion, sex, age, national origin or marital status.

X. This contract is not assignable without the prior written consent of the City.

EXECUTED on the day and year first above written.

CITY OF BOULDER, COLORADO

by ______________________
Robert Westdyke, City Manager

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Attest:

Cappie L Fill

Director of Finance and Record
Ex-Officio City Clerk

BOULDER COUNTY LEGAL SERVICES, INC.

by Jean K. Clark
President, Board of Directors

STATE OF COLORADO:
: SS.
COUNTY OF BOULDER:

The foregoing instrument was acknowledged before me this 18th day of February 1977, by Jean K. Clark, President of the Boulder County Legal Services, Inc.

Witness my hand and official seal.

My commission expires Feb 7, 1981.

Patricia J. Craig
Notary Public

SEAL

APPENDIX E

SAMPLE SUBDIVISION APPLICATION PROCEDURE

3-0 SUBDIVISION

Purpose:

a) to divide a parcel of land into lots for the purpose of transfer of ownership or building development.

b) to change an existing subdivision when the change involves rights-of-way or major easements.

3-1 PROCEDURE

The APPLICANT is responsible for having a representative at all meetings where their request is reviewed. Failure to have a representative present will be cause to have the item withdrawn from the agenda of that meeting.

(A) Sketch Plan:

1. APPLICANT consults with PLANNING DEPARTMENT for general information regarding requirements for subdividing and any special considerations pertaining to the site.

2. APPLICANT consults with CITY ENGINEER for general information regarding subdivision standards, public improvements, storm drainage, and raw water requirements.

3. APPLICANT consults with the SCHOOL DISTRICT to discuss the impact of the project on the school system.

4. APPLICANT submits 12 copies of the sketch plan to the PLANNING DEPARTMENT along with the review fee for subdividing ($100 + $1.50/lot over 25 + $50/extra sheet of the final plat). Plats must conform to the attached SUBDIVISION REQUIREMENTS.

5. Copies of sketch plan are distributed by the Planning Department for referrals.

6. APPLICANT meets with PLANNING DEPARTMENT to review comments.

7. Plans are reviewed by the PARKS BOARD and the WATER BOARD at their next regular meeting.

(B) Preliminary Plat:

1. APPLICANT submits 14 copies of the Preliminary Plat to the PLANNING DEPARTMENT a minimum of 21 days prior to the regular PLANNING and ZONING COMMISSION meeting.

2. Copies of Preliminary Plat are distributed by the PLANNING DEPARTMENT for referrals.

3. APPLICANT meets with PLANNING DEPARTMENT to review comments.

4. Preliminary Plat and recommendations are reviewed by the PLANNING and ZONING COMMISSION at the next regularly scheduled meeting.

(C) Final Plat:

1. APPLICANT submits 14 copies of the Final Plat to the PLANNING DEPARTMENT a minimum of 21 days prior to the regular PLANNING and ZONING COMMISSION meeting. All conditions placed on the Preliminary Plat should be met on the Final Plat, to insure a favorable recommendation. The Final Plat must be submitted within one year of the date of Preliminary Plat approval. If a Final Plat is not filed within this time, a new Preliminary Plat must be filed.
2. Copies of the Final Plat are distributed by the PLANNING DEPARTMENT for referrals.
3. APPLICANT meets with the PLANNING DEPARTMENT to review comments.
4. Final Plat and recommendations are reviewed by the PLANNING and ZONING COMMISSION at the next regularly scheduled meeting.

(D) City Council:

1. APPLICANT submits to the PLANNING DEPARTMENT a mylar of the final plat as approved by the PLANNING and ZONING COMMISSION. All conditions of the PLANNING and ZONING COMMISSION should be met, to insure a favorable recommendation.
2. ENGINEERING DEPARTMENT makes the necessary computer closure check of the plat.
3. PLANNING DEPARTMENT checks and submits the Final Plat plans to the CITY CLERK for the CITY COUNCIL.
4. CITY COUNCIL holds 1st hearing on the ordinance approving the plat and sets a date for Public Hearing and Final Reading.
5. DEVELOPER sees that all water transfers are made, and all required signatures are on the plat.
6. PLANNING DEPARTMENT and CITY ENGINEER see that needed contractual agreements are drawn up.
7. CITY COUNCIL holds a Public Hearing and Final Reading on the ordinance.
8. All pending contractual agreements are finalized.
9. CITY CLERK records the plat in the Boulder County Clerk's Office.
10. APPLICANT may apply for Building Permits after copies of the recorded plat have been received by the PLANNING DEPARTMENT.
11. Building Permits are not issued until the building plans have been checked and approved by the INSPECTION DEPARTMENT.

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-MINIMUM TIME 90 DAYS-

3-2 REQUIREMENTS

Completion of these requirements in no way insures approval of the request, but rather allows the applicant to continue through the procedure as these requirements are met.

(A) All Plans

1. North arrow, engineers scale (min. 1" - 1000'), sheet size 24" x 36".
2. Legends readable when the North arrow points up.
3. Name of the Subdivision.
4. Legal description.
5. Names and boundaries of adjacent subdivision, streets and property owners.
6. Appropriately labelled - Sketch Plan, Preliminary Plat, Final Plat.

(B) Sketch Plan and Preliminary Plat

1. Existing features (utilities, waterways, contours, etc.)
2. Proposed features (utilities, waterways, contours, etc.)
3. Proposed and existing easements and rights-of-way.
4. Street names, rights-of-way, and classification.
5. Lot numbers, approximate dimensions and the total lots devoted to each zone on the plat.
6. Total acreage devoted to each zone, streets, public areas, and other uses.
7. Adequate easements for flood control.
8. Zoning of the area to be platted and of adjacent properties.
9. Name, address and phone of persons and/or firms responsible for plan.

(C) Supportive Information - Preliminary

1. Vicinity map showing a 1½ mile radius of the site and external facilities such as schools, shopping centers, parks, etc. Scale 1" - 1000'.
2. Copies of proposed deed restrictions, if any.

3. Soils types and restrictions, if not submitted when annexed.
4. Description and location of any hazardous areas on the property and proposed remedial measures.
5. Existing capacities of facilities and proposed impact.

(D) Final Plat

1. Reflect the recommendations of Planning and Zoning Commission.
2. All bearings, distances, chords, radius, central angles, tangent lengths, etc. for all lots, blocks, perimeter, easements, R.O.W. etc.
3. Bearing equation to relate plat to true meridean; how related and what baseline used.
4. Location and physical description of monuments.
5. Street names (see page 15).
6. All rights-of-way, easements and dedicated or reserved public areas.
7. Reverse corner lots have adequate width for required setback.
8. Certification blocks (see following pages 13 and 14).
9. Must be ink on mylar or linen.

(E) Supportive Information (Final)

1. Legal opinion as proof of land ownership.
2. Transfer of water rights if not done when land is annexed.
3. Traffic control plan showing all controls as per the City Traffic Engineer.
4. Four copies of the complete street plans and profiles, prepared and stamped by a Registered Engineer. Minimum scale 1" - 50'.
5. Drainage plan.
6. Copy of design soils test results and location map.
7. Financial security agreements.
8. Construction schedule and required information to obtain a construction permit from the City to proceed with public improvements.
9. Final utility plan showing all utilities.

LONGMONT PLANNING DEPARTMENT

PROJECT

REQUEST

INFORMATION

APPLICANT ADDRESS PHONE

LOCATION

EXISTING USE EXISTING ZONE

PROPOSED USE

LEGAL DESCRIPTION

CONSULTANTS

NAME	ADDRESS	PHONE	CAPACITY

PERSONS IN INTEREST

ALL PERSONS & COMPANIES, WHO HOLD AN INTEREST IN THE DESCRIBED REAL PROPERTY, AS OWNER, MORTGAGEE, LESSEE, OPTIONEE, ETC.

NAME	ADDRESS	PHONE	INTEREST

CERTIFICATION

I CERTIFY THAT THE INFORMATION AND EXHIBITS HEREWITH SUBMITTED A[illegible] TRUE AND CORRECT TO THE BEST OF MY KNOWLEDGE AND THAT IN FILING THIS APPLICATION, I AM ACTING WITH THE KNOWLEDGE AND CONSENT OF THOSE PERSONS LISTED ABOVE, WITHOUT WHOSE CONSENT THE REQUESTED ACTION CANNOT LAWFULLY BE ACCOMPLISHED.

NAME ______________________ ADDRESS ______________________ PHONE __________

CAPACITY ______________________ SIGNATURE ______________________ DATE __________

STAFF USE ONLY

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APPENDIX F

SAMPLE UTILITY EXTENSION POLICY

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TYPICAL UTILITY EXTENSION POLICY

Requests for sewer main extensions to serve properties located outside the corporate limits of the City shall be reviewed by the Planning and Zoning Commission for its recommendations, and shall be permitted only upon execution of a Utility Services Agreement as approved by the City Council and under such terms as may be specified by Council.

Utility Service Agreements shall contain the following minimum conditions as applicable:

Applicant agrees:

1. To pay for services at those rates currently in effect for areas outside the City as set by ordinance.
2. That all lines and other facilities needed to extend the service to his area shall be built to City specifications and shall become the property of the City.
3. To bear the full costs, including cost of inspection, of extending all such lines and facilities.
4. To build all distribution lines within the area to City specifications.
5. To pay the full cost, including cost of inspection, of all interior lines and facilities.
6. Not to develop the land without first submitting the development plans to the City Planning and Zoning

Commission for their review and recommendations to the City Council and subsequent approval.

7. Not to use his land for any use which would be determined by the City Council to be detrimental to the health, safety and welfare of the citizens of the City.

8. Not to build any streets, or other public improvements or buildings except in accordance with the City's building, plumbing, electrical and fire codes, subdivision regulations, zoning ordinance, and engineering standards and specifications, as would be applicable to similar improvements within the City and agree to pay the cost of all inspections required by the City.

9. To comply with the City's existing thoroughfare plan and comprehensive storm drainage plan.

10. Not to sell any water rights connected with the land to anyone else without first offering them to the City at the price and on the terms offered in an arm's length transaction with a third person.

11. To annex to the City when the land is legally eligible.

12. At the time of annexation, to comply with the then existing policy or ordinance of the City concerning the dedication of open space.

13. Upon annexation, agree to dedicate all necessary rights-of-way for streets, alleys, highways, and utility easements.

14. Upon annexation, to do all other things which the City may then reasonably require.

15. Not to participate in the formation of another City or to participate in the formation of any special service district without the consent of the City.

16. To cooperate with the City to prevent wasting or polluting of water.

17. To indemnify and hold the City harmless from any and all damages or liability arising either directly or indirectly from furnishing said services.

18. To comply with all applicable ordinances of the City relating to sewer service.

The agreement shall, by its terms, be binding upon the property owner and on the successors, heirs, personal representatives, and assigns of such property owner, and the terms and conditions of said agreement shall constitute covenants running with the land. Said agreement may be recorded with the appropriate clerk and recorder's office by the City at its sole and exclusive option.

In the event the property owner, or the successors, heirs, personal representatives, or assigns of such property owner fails, neglects, or refuses, for any reason, to comply with the above-listed terms and conditions, the City, at its sole and exclusive option and discretion, may forthwith discontine water and/or sewer services without legal liability.

In the case of subdivisions, housing developments, or other areas inside the City where sewer mains and installations must be expended from the existing Wastewater Utility System to the area of use, the applicant must, at no expense to the City, provide and install the necessary sewer mains, manholes and fittings for the extension, in accordance with City specifications and the provisions of this ordinance. All such extension installations shall be made in accordance with plans approved by the Public Works Director. The applicant shall bear the entire expense of plan preparation and review. Upon completion of construction and final approval by the Public Works Director all such applicable sewer mains, manholes and fittings incorporated in the extension shall become the property of the City.

All sewer mains or extensions shall be installed only in dedicated public streets or alleys or in easements which grant to the City rights at least equal to the right it would enjoy in dedicated streets or alleys. All sewer main extensions shall be made to the property lines. The size of the main required to serve any part of the City shall be subject to approval by the Public Works Director.

All sewer mains required to serve a platted subdivision shall be installed at no cost to the City. The subdivider shall install mains to the farthest point or points of his subdivision.

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When a subdivider finds it necessary to extend sewer service from the existing Wastewater Utility System through vacant property to his platted subdivision or construct lines on the perimeter of said subdivision, the subdivider shall pay the entire cost of construction. At the time of annexation, or as the property abutting such sewer main is developed, and connections are made to the said sewer main, the City may enter into a sewer main extension agreement with the developer and may collect a charge per front foot based upon the original construction cost, and if so collected shall reimburse the original subdivider to the extent of the collection so made. In no event, shall the actual amount so paid to the subdivider by the City exceed the original cost of the extension agreement shall in no event exceed a period of seven (7) years from the date of the execution of the extension agreement and all payments shall cease at that time regardless of the amount that has at that time been received by the subdivider.

Extension of sewer mains to serve property within the City, but not a part of a subdivision platted after the adoption of this ordinance, may be financed by special assessment against the benefited property. Assessments against the benefited property shall not exceed the actual cost of the extension plus engineering and administrative costs.

APPENDIX G

GLOSSARY OF BOND FINANCING TERMS

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A glossary of selected terms used in municipal finance

People in municipal finance use terms that have special technical meanings in some cases, and in others have imprecise meanings that depend on what person is using the word. Rather than clog the text of this booklet with lengthy definitions of words frequently misunderstood by laymen, this brief glossary was compiled. Definitions were taken primarily from the book by Lennox L. Moak, *Administration of Local Government Debt*, and from the extensive appendix on terminology in the book *Governmental Accounting, Auditing, and Financial Reporting*. Both books are published by the Municipal Finance Officers Association.

●

ACCRUED INTEREST. In an original governmental bond sale, accrued interest is the amount which has accumulated on the bonds from the day they are dated up to, but not including, the date of delivery. Where a bond is purchased by a governmental unit, accrued interest is the amount which has accumulated on the bond from the last interest date up to, but not including, the date of purchase.

●

AD VALOREM TAX. A tax based on the value (or assessed value) of property.

●

AMORTIZATION. The systematic reduction of debt through use of serial bonds or term bonds with sinking fund on an actuarial basis. Also, the gradual and periodic reduction of premiums and discounts on bonds purchased or sold, so as to reflect the true rate of interest and so as to show the true amount of assets or liabilities represented by premiums or discounts.

●

ASSESSED VALUATION. The valuation placed on real estate or other property by a government for the purpose of levying taxes.

●

AUTHORITY. A governmental unit or public agency created to perform a single function or a restricted group of related activities. Usually such units are financed from service charges, fees, and tolls, but in some instances they also have taxing power. An authority may be completely independent of other governmental units, or in some cases it may be partially dependent upon other governments for its creation, its financing, or the exercise of certain powers.

●

AUTHORITY BONDS. Bonds payable from the earnings or other revenues of a specific authority created by governmental action for a public purpose. Since such authorities usually have no revenue other than charges for services, their bonds are ordinarily revenue bonds.

●

AVERAGE NET INTEREST COSTS. This is the expression of the average annual interest rate payable semiannually in respect to an issue or other group of bonds. There are a number of methods by which average net interest costs may be computed.

●

BALLOON MATURITY. An issue of bonds with many more late maturities than early maturities. Provision is often made for redeeming some or all of the late maturities by making them callable.

●

BASIS BOOK. A book of mathematical tables used to convert yield percentages to equivalent dollar prices.

●

BASIS PRICE BOND. A bond quoted on a basis of annual yield or net return to maturity. Such a quotation is converted into a dollar price by the use of bond tables. Ten basis points, for example, equal 1/10 of one per cent a year. One hundred basis points equal one per cent. Serial bonds are usually quoted on a basis price.

●

BEARER BOND. A bond on which no specific owner is identified. The presumed owner is the person who holds it.

●

BOND. A written promise to pay a specified sum of money, called the face value or principal amount, at a specified date or dates in the future, called the maturity date(s), together with periodic interest at a specified rate. The difference between a note and a bond is that the latter runs for a longer period of time and requires greater legal formality.

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BOND AND INTEREST RECORD. The permanent and complete record maintained by a government upon each bond issue. It shows the amount of interest and principal coming due each date, the bond and coupon numbers, and all other pertinent information concerning the bond issue. The term is synonymous with, but preferable to, **BOND REGISTER.**

•

BONDED DEBT. That portion of indebtedness represented by outstanding bonds.

•

BOND PREMIUM. The excess of the price at which a bond is acquired or sold over its face value. The price does not include accrued interest at the date of acquisition or sale.

•

BOND REGISTER. See **BOND AND INTEREST RECORD.**

•

BOND RESOLUTION (ORDINANCE). Act of a local governing body authorizing a bond issue. State law and municipal charters prescribe whether a bond issue may be authorized by resolution, or must be made by ordinance. The latter is a more formal legislative act.

•

BUDGET. A plan of financial operation embodying an estimate of proposed expenditures for a given period and the proposed means of financing them. Used without any modifier, the term usually indicates a financial plan for a single fiscal year. The term "budget" is used in two senses in practice. Sometimes it designates the financial plan presented to the appropriating body for adoption and sometimes the plan finally approved by that body. It is usually necessary to specify whether the budget under consideration is preliminary and tentative or whether it has been approved by the appropriating body.

•

CALLABLE BOND. A type of bond which permits the issuer to pay the obligation before the stated maturity date by giving notice of redemption in a manner specified in the bond contract.

•

CALL PRICE. The price at which callable bonds will be redeemed if called.

CAPITAL BUDGET. A plan of proposed capital outlays and the means of financing them for the current fiscal period. It is usually a part of the current budget. If a Capital Program is in operation, it will be the first year thereof. A Capital Program is sometimes referred to as a Capital Budget. See also **CAPITAL PROGRAM.**

•

CAPITAL PROGRAM. A plan for capital expenditures to be incurred each year over a fixed period of years to meet capital needs arising from the long-term work program or otherwise. It sets forth each project or other contemplated expenditure in which the government is to have a part and specifies the full resources estimated to be available to finance the projected expenditures.

•

CAPITAL PROJECTS FUND. A fund created to account for all resources used for the acquisition of designated fixed assets by a governmental unit except those financed by special assessment and enterprise funds.

•

COUPON. That detachable part of a bond which serves as proof of interest due. Bondholders detach coupons from bonds, usually at semiannual intervals, and present them for payment to the issuer's paying agent or to the bondholder's own bank for collection.

•

COUPON RATE. The rate of interest specified on coupon bonds. In the case of registered bonds, it is the rate payable by the issuer's automatic check to the holder.

•

COVERAGE. This is a term usually connected with revenue bonds. It indicates the margin of safety for payment of debt service, reflecting the number of times by which earnings for a period of time exceed debt service payable in such period, e.g., 1.20, referred to as "one-twenty" with decimal point implied.

•

CURRENT YIELD. A relation stated as a percent of the annual interest to the actual market price of the bond — same procedure as computing a stock yield.

DEBT LIMIT. The maximum amount of debt which a governmental unit may incur under constitutional, statutory, or charter requirements. The limitation is usually a percentage of assessed valuation and may be fixed upon either gross or net debt. If the latter is the case, the legal provision will usually specify what deductions from gross funded debt are allowed in order to ascertain net debt.

•

DEBT RATIO. The ratio of the issuer's debt to a measure of value such as assessed valuation or real value.

•

DEBT SERVICE REQUIREMENT. The amount of money required to pay the interest on outstanding debt, serial maturities of principal for serial bonds, and required contributions to a debt service fund for term bonds.

•

DELINQUENT TAXES. Taxes remaining unpaid on and after the date on which a penalty for non-payment is attached. Even though the penalty may be subsequently waived and a portion of the taxes may be abated or cancelled, the unpaid balances continue to be delinquent taxes until abated, cancelled, paid, or converted into tax liens.

•

DEFAULT. Failure to pay a bond's principal and/or interest promptly when due.

•

DENOMINATION. The face amount or par value of a bond which the issuer promises to pay on the bond's maturity date.

•

DIRECT DEBT. Debt which a government has incurred in its own name or assumed through the annexation of territory or consolidation with another government unit.

•

DISCOUNT. The excess of the par value of a bond, or other security, over the price for which it is acquired or sold.

•

DOLLAR BOND. A bond which is quoted and traded in terms of dollars rather than yield. For example, a quotation of 97½ means $97.50 per $100 of par value or $975 per $1,000 par value of bonds.

DOUBLE-BARRELED BOND. A bond secured by a pledge of two or more sources of payment such as the unlimited taxing power of the issuer plus a special assessment or revenue pledged.

•

EFFECTIVE INTEREST RATE. The rate of earning on a bond investment based on the actual price paid for the bond, the coupon rate, the maturity date, and the length of time between interest dates in contrast with the nominal interest rate or "coupon" rate.

•

FLAT. A bond in default, or abuut to go into default, is traded flat. That means accrued interest is not added to the quoted price.

•

FISCAL AGENT. An agent (usually an incorporated bank or trust company) designated by a government to act for it in any of several capacities in the sale, administration, and payment of bonds and coupons.

•

FISCAL YEAR. A twelve-month period of time to which the annual budget applies and at the end of which a governmental unit determines its financial position and the results of its operations.

•

FIXED DEBT. A term sometimes contrasted w floating debt. It is broader than funded debt, because it includes long-term obligations other than bonds, such as judgments, mortgages, and long-term serial notes or certificates of indebtedness.

•

FLOATING DEBT. Obligations payable on demand or with very short maturities. Such obligations are usually in the form of accounts payable, bank loans, notes, scrip, or warrants. This term is sometimes contrasted with **FIXED DEBT.**

•

FULL-FAITH-AND-CREDIT BOND. See **GENERAL OBLIGATION BOND.**

•

FUNDED DEBT. That portion of the indebtedness of a municipality represented by outstanding bonds. Same as **BONDED DEBT.**

GENERAL OBLIGATION BOND. A bond for whose payment the full faith and credit of the issuer has been pledged. More commonly, but not necessarily, general obligation bonds are payable from ad valorem property taxes and other general revenues.

●

GENERAL PROPERTY TAX. The tax levied on real estate and personal property. This tax is usually levied locally. In emergencies it is the tax which is customarily increased to balance the budget.

●

GROSS DEBT. The sum total of a debtor's obligations; however, in reporting gross debt, the amount of unfunded obligations of pension and retirement funds is ordinarily not included.

●

INDUSTRIAL AID BONDS. Bonds issued by governmental units the proceeds of which are used to construct plant facilities for private industrial concerns. Lease payments made by the industrial concern in the governmental unit are used to service the bonds. Such bonds may be in the form of general obligation bonds or combination bonds or revenue bonds.

●

INTEREST. Compensation paid or to be paid for the use of money, including interest payable at periodic intervals or as discount at the time a loan is made.

●

INTEREST RATE. The interest payable, expressed as a percentage of the principal available for use during a specified period of time.

●

INTERIM BORROWING. (1) Short-term loans to be repaid from general revenues during the course of a fiscal year. (2) Short-term loans in anticipation of tax collections or bond issuance.

●

ISSUER. A municipal unit which borrows money through sale of bonds.

●

LEGAL OPINION. The opinion, usually of a specialized bond attorney, as to the legality of a municipal bond issue. A preliminary legal opinion is made in advance of the original sale of the bonds; the final opinion, after the bonds have been issued and sold. See **QUALIFIED LEGAL OPINION.**

●

LEVEL DEBT SERVICE. An arrangement of serial maturities in which the volume of maturing bonds increases at approximately the same rate as the interest declines.

●

MARKETABILITY. The measure of ease with which a bond can be sold in the secondary bond market.

●

MATURITY. The date at which the principal of a bond becomes due and payable.

●

MUNICIPAL BOND. A bond issued by a state or local governmental unit.

●

MUNICIPAL(s). "Municipal" refers to the state government or any government unit below or subordinate to the state. "Municipals" (i.e., municipal bonds), as used in the bond trade, include not only the bonds of all local subdivisions such as cities, towns, villages, counties, and school, park, sanitary, and other special taxing districts, but also bonds of states and agencies of the state (as distinguished from the foregoing).

●

NEW HOUSING AUTHORITY BONDS. A bond issued by a local public housing authority to finance public housing. It is backed by federal funds and the solemn pledge of the U.S. government to see that the debt service is paid in full.

●

NET REVENUE AVAILABLE FOR DEBT SERVICE. Gross operating revenues of an enterprise less operating and maintenance expenses but exclusive of depreciation and bond interest. "Net Revenue" as thus defined is used to compute "coverage" on revenue bond issues. Under the laws of some states and the provisions of some revenue bond indentures, net revenues used for computation of coverage are required to be on a cash basis rather than an accrual basis.

NEW-ISSUE MARKET. A market for new issues of municipal bonds.

●

NOMINAL INTEREST RATE. The contractual interest rate shown on the face and in the body of a bond and representing the amount of interest to be paid in contrast to the effective interest rate. See also **COUPON RATE.**

●

OVERLAPPING DEBT. The proportionate share of the debts of local governments located wholly or in part within the limits of the reporting government which must be borne by property within each governmental unit.

●

OVER-THE-COUNTER MARKET. A securities market conducted by dealers throughout the country by individual negotiation rather than by the auction system used by various stock exchanges.

●

OVER-THE-COUNTER SALES. Direct sales by governments to the investor public without the marketing facilities of bond dealers.

●

PAR VALUE. The face value of a security. In the case of bonds, it is the amount that must be paid at maturity. Although bonds are usually issued in denominations of $1,000, a quotation of 100 means "at par." Bonds quoted at 98 are selling at a discount. That is, they cost $980 for a $1,000 bond. Bonds quoted at 102 are selling at a premium, that is $1,020 for a $1,000 bond.

●

PAY-AS-YOU-GO BASIS. A term used to describe the financial policy of a governmental unit which finances all of its capital outlays from current revenues rather than by borrowing. A governmental unit which pays for some improvements from current revenues and others by borrowing is said to be on a partial or modified pay-as-you-go basis.

●

PAYING AGENT. A bank or other institution located usually in a financial center, which acts as the agent for a municipality in making bond interest and principal payments.

●

PHILADELPHIA PLAN. A plan under which coupon bonds surrendered in exchange for registered bonds are held by the paying agent until maturity or until used in reconversion of registered to coupon bonds.

●

PREMIUM. The excess of the price at which a bond, or other security, is acquired or sold, over its par value.

●

PREMIUM CALL PRICE. Price above par at which a municipality, according to the bond contract, may call optional bonds for retirement or sinking fund purpose.

●

PRINCIPAL. The face amount of a bond exclusive of accrued interest.

●

QUALIFIED LEGAL OPINION. Conditional affirmation of the legality of bonds, before or after they are sold. An unqualified legal opinion, on the other hand, is an unconditional affirmation of the legality of bonds.

●

RATING. A designation used by analysts or investors' services to represent relative quality of a bond.

●

REDEMPTION (CALL) OPTION. An option in the bond contract whereby the issuer is allowed to pay the bonds prior to maturity. These terms are specified in the bond resolution.

●

REFUNDING BOND. Bond issued to retire bond already outstanding. Refunding bond may be sold for cash and outstanding bond redeemed in cash, or the refunding bond may be exchanged with holders of outstanding bonds.

●

REGISTERED BOND. A bond listed in the name of the holder. When sold it must be transferred on the books of the issuer and its agent. When fully registered there are no coupons attached and the interest is paid to the owner by check by the paying agent. Sometimes bonds are registered as to principal only.

●

RESERVE FOR RETIREMENT OF SINKING FUND BONDS. A reserve representing the amount of cash and other resources which should have been accumulated in the sinking fund at a certain date, according to actuarial computation, in order that the bonds outstanding may be redeemed at maturity.

●

REVENUE BOND. Bonds whose principal and interest are payable exclusively from earnings of a public enterprise. In addition to a pledge of revenues, such bonds sometimes contain a mortgage on the enterprise's property and are then known as Mortgage Revenue Bonds.

●

SCRIP. An evidence of indebtedness, usually in small denomination, secured or unsecured, interest-bearing or non-interest-bearing, stating that the governmental unit, under conditions set forth, will pay the face value of the certificate or accept it in payment of certain obligations.

●

SECONDARY MARKET. A market for bond issues previously offered or sold.

●

SELF-SUPPORTING OR SELF-LIQUIDATING DEBT. Debt obligations whose principal and interest are supposed to be payable from the earnings of the municipal utility or enterprise for the construction or improvement of which it was originally incurred.

■

SERIAL BOND. A bond of an issue that matures at various dates over a period of years.

●

SHORT-TERM DEBT. Debt with a maturity of one year or less after the date of issuance. Short-term debt usually includes floating debt, bond anticipation notes, tax anticipation notes, and interim warrants.

●

SINKING FUND. A fund of earning assets and cash to which additions are made periodically so that future contributions plus interest earned will accumulate to the par value of the bonds at maturity and can thus be used to redeem them. Difficulties of administration have made this practice rare today, but the term is sometimes used to cover any retirement of principal other than by serial maturities. Thus a call of a part of a bond issue in order to retire debt may be called "for sinking-fund purposes."

●

SPECIAL ASSESSMENT. A compulsory levy made by a local government against certain properties to defray part or all of the cost of a specific improvement or service which is presumed to be of general benefit to the public and of special benefit to such properties. The term should not be used without a modifier (for example "special assessments for street paving," or "special assessments for street sprinkling") unless the intention is to have it cover both improvements and services or unless the particular use is apparent from the context.

●

SPECIAL ASSESSMENT BOND. Bond payable from the proceeds of special assessments. If these bonds are payable only from the collections of special assessments, they are known as "special assessment bonds." If, in addition to the assessments, the full faith and credit of the governmental unit are pledged, they are known as "general obligation special assessment bonds."

●

SPECIAL DISTRICT BOND. Bond of a local taxing district which was organized for a special purpose, such as a road, sewer, fire, drainage, irrigation, or levee district. Also called Tax District Bond.

■

SPECIAL LIEN BOND. Special assessment bond which is lien against particular pieces of property. The term is sometimes used as synonymous with **REVENUE BOND,** even when the debt is not secured by a mortgage on the utility or property, but this usage is not recommended.

●

SPECIAL TAX BOND. A bond secured by a special tax, such as a gasoline tax.

●

SPREAD. The gross profit in an underwriting assuming that all bonds are sold at the initial offering price.

●

STRAIGHT SERIAL BONDS. Serial bonds in which the annual installments of bond principal are approximately equal.

●

SYNDICATE. A group of investment bankers who buy, that is, underwrite, at a wholesale rate, a new bond issue. They then offer it for resale, at a profit for the group, to the general public.

TAX ANTICIPATION NOTES OR WARRANTS. Notes (sometimes called warrants) issued in anticipation of collection of taxes, usually retirable only from tax collections and frequently only from proceeds of the tax levy the collection of which they anticipate.

●

TAX BASE. The total resources available for taxation.

●

TAX-EXEMPT BOND. Bonds exempt from federal income, state income, or state or local personal property taxes. "Municipals" are exempt from federal income taxation at present and may or may not be exempt from state income or personal property taxation in the state where originally issued or held. Some states do not tax "municipals" issued by their own local sudivisions, but subject municipals issued in another state but held therein to either income or personal property taxation or both.

●

TAXES. Compulsory charges levied by a governmental unit for the purpose of financing services performed for the common benefit. The term does not include specific charges made against particular persons or property for current or permanent benefits such as special assessments. Neither does the term include charges for services rendered only to those paying such charges as, for example, sewer service charges.

●

TAX LIMIT. The maximum rate or amount of tax which a local government may levy. It may apply to taxes raised for a particular purpose, to taxes raised for all purposes, to a single government or class of governments, or to all governments operating in a particular area.

●

TAX RATE. The amount of tax stated in terms of a unit of the tax base; for example, 25 mills per dollar of assessed valuation of taxable property.

●

TAX ROLL. The official list showing the amount of taxes levied against each taxpayer or property. Frequently the tax roll and the assessment roll are combined, but even in these cases the two can be distinguished.

●

TRUSTEE. A bank designated as the custodian of funds and official representative of bondholders.

■

UNDERLYING DEBT. The debt of smaller geopolitical units within a given government's jurisdiction.

●

UTILITY DEBT. Debt which has been created to provide or acquire certain utility assets, such as hydroelectric, gas, or water works, street railways, stadia, etc. Utility debt may be incurred through the issuance of either general obligation bonds or revenue bonds. In the first case, the debt is a full-faith-and-credit obligation of the municipality; in the second, it is debt payable solely from the revenues of the specific utility.

●

UNDERWRITER. The investment house or houses that purchase a bond offering from the issuing government. A joint venture account of a number of underwriters is called the underwriting syndicate or syndicate for short. The gross profit the syndicate makes between the established retail price and its wholesale buying price is known as the spread. Out of this spread, the underwriter or syndicate pays all costs of distribution.

●

VALIDATION. Required approval of a municipality's bond issue or refunding plan by some state agency or official, as specified by state law. Also called **CERTIFICATION.**

●

YIELD. The net annual percentage of income from an investment. The yield of a bond reflects interest rate, length of time to maturity, and writeoff of premium or discounts. Yield to investor is always calculated from table of bond values, whereas net interest to borrower is calculated algebraically by various methods which must be specified by the issuer.

APPENDIX H

CONSTRUCTION BONDING SAMPLE FORMS

LABOR AND MATERIAL PAYMENT BOND

KNOW ALL MEN BY THESE PRESENTS that we, the undersigned,

________________________________ of ________________________________,

as Principal, hereinafter referred to as "Contractor" and ____________

________________________________, a corporation organized under the laws

of the State of ____________, and authorized to transact business in the State of Colorado, as "Surety", are held and firmly bound unto the

____________________________________ as Obligee, hereinafter referred to

as "Owner", in the penal sum of ____

______________________________ Dollars ($______________), lawful money of the United States of America, for the payment of which sum, well and truly to be made to the Owner, we bind ourselves, and our heirs, executors, administrators, successors, and assigns, jointly and severally, by these presents:

WHEREAS, on the _________day of _______________ 19____, the Contractor entered into a written Contract with the Owner for furnishing materials, supplies, and equipment not furnished by the Owner, construction tools, equipment, and plant, and the performance of all necessary labor, for and in connection with the construction of certain improvements designated, defined, and described in the said Contract and the conditions thereof, and in accordance with the Contract drawings and specifications therefor; a copy of the said Contract being attached hereto and made a part hereof; and,

WHEREAS, the laws of the State of Colorado require that a bond be executed and delivered by the Contractor and a qualified corporate Surety, for the payment of any labor performed or materials, supplied or equipment furnished, used and consumed in the performance of the work to be done, and this Bond is executed in order to satisfy said requirements of the laws of the State of Colorado; and,

NOW, THEREFORE, that if the Contractor shall well, duly and faithfully pay all just claims and demands by, or in behalf of, any employee or other person, or any firm, association or corporation, for labor performed, or material, supplies, or equipment furnished, used or consumed by the Contractor or his, their, or its subcontractor, or subcontractors, in the performance of the work, then this obligation shall be null and void; otherwise, the Surety shall pay the full value of all such claims or demands in any total amount not exceeding the amount of this obligation, together with interest as provided by law; all said laborers

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and material men shall have rights under the within Bond as are set forth in the statutes and laws of the State of Colorado.

THE UNDERSIGNED SURETY for value received hereby agrees that no extension of time, change in, addition to, or other modification of the terms of the Contract or work to be performed thereunder, or of the specifications, or of the Contract document, shall in any way affect its obligation on this Bond and the Surety does hereby waive notice of any such extension of time, change, addition, or modification.

IN TESTIMONY WHEREOF the Contractor has hereunto set his hand and the Surety has caused these presents to be executed in its name, and its corporate seal to be affixed by its attorney-in-fact at ____________

_____________________ on this ____________ day of _______________, 19____.

CORPORATE SEAL

Attest:

____
Contractor

____
Secretary

by_______________________________
President

CORPORATE SEAL

Attest:

____
Surety Company

____

by_______________________________
Attorney-in-Fact

(Accompany this bond with attorney-in-fact's authority from the Surety Company certified to include the date of the bond.)

PERFORMANCE AND MAINTENANCE BOND

KNOW ALL MEN BY THESE PRESENTS, That we ________________________,
____,
as Principal, and ____
with general offices in ____
a Corporation organized under the laws of the State of ________________
and authorized to transact business in the State of Colorado as Surety,
are held and firmly bound unto ________________________, in the penal
sum of ____ DOLLARS ($),
lawful money of the United States, in payment of which sum well and truly to be made, the said Principal and Surety bind themselves, their successors and assigns, jointly and severally, firmly by these presents.

Signed, sealed and delivered this ________________ day of
________________, 19____.

WHEREAS, said Principal has entered into a written contract with the obligee dated __________________, 19____, for furnishing all equipment, labor, tools and materials for a gravity sewer line and all appurtenances
____
____
in accordance with detailed plans and specifications on file in the office of Briscoe, Maphis, Inc., 2336 Pearl Street, Boulder, Colorado, 80302, a copy of which Contract is attached hereto and made a part hereof.

NOW THEREFORE, the conditions of the foregoing obligations are such that if the said Principal shall well and truly perform all the covenants and conditions of this contract on the part of said Principal to be performed, and repair all defects for a period of one (1) year as provided herein, and protect and save harmless the ________________________ from all loss and damage to life or property suffered or sustained by any person, firm or corporation, caused by said Principal or his agents or his employees, in the performance of said work, or by, or in consequence or any negligence, carelessness, or misconduct in guarding and protecting same, or from any improper or defective equipment or materials used in the work, or other damages, costs and expenses as set forth in such contracts, then this obligation shall be void, otherwise to remain in full force and effect in law.

This Bond guarantees that the material and equipment furnished and used, and workmanship employed in the performance of the work described in this contract will be of such character and quality as to insure it to be free from all defects and in continuous good order and in a condition satisfactory to the Owner for a period of one (1) year from the date of the issuance of the Certificate of Completion.

This Bond guarantees that the said Principal will keep and maintain the subject work without additional charge or cost to the Owner of a period specified, and make such repairs of any defective construction as the Owner may deem necessary.

The said Principal shall not be required to maintain any part of the improvement under this guarantee which, after its completion and acceptance shall have been removed or altered by the Owner or its agent.

PROVIDED FURTHER, that the said surety of value received hereby agrees that no change in plans, extension of time, alteration or addition to the terms of the Contract, or the work to be performed thereunder, or the specifications accompanying the same, shall in any way affect its obligation on this bond, and it does hereby waive notice of any change in plans, extension of time, alteration or addition to the terms of the Contract, or to the work, or the specifications.

IN TESTIMONY WHEREOF, the Contractor has hereun to set his hand and the Surety has caused these presents to be executed in its name and its corporate seal to be affixed by its attorney-in-fact at
____on this the____________
day of ___________________________________, 19____.

____
Contractor

by__________________________________
President

____
Surety Company

by____
Attorney-in-Fact

by____
State Representative

(Accompany this bond with attorney-in-fact's authority from the Surety Company certified to include the date of the bond.)